Final Environmental Impact Report

PACIFIC III APPAREL MART BUILDING

EE 80.315

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SAN FRANCISCO DEPARTMENT OF CITY PLANNING 100 LARKIN STREET · SAN FRANCISCO, CALIFORNIA 94102

FINAL
ENVIRONMENTAL IMPACT REPORT

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● Changes from the text of the Draft EIR are indicated by solid dots at the beginning of each revised section, paragraph, or table.

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CHAPTER I

SUMMARY

The Pacific III Apparel Mart building, an addition to the existing Apparel Mart complex, is proposed to be located on the north side of Jessie Street, about 125 feet west of the intersection of Jessie Street and Fourth Street, Assessor's Block 3705, a portion of Lot 3, San Francisco, California.

The project sponsors - the 821 Market Street Associates (a joint venture of REDE Investment Corporation and DAON Corporation) - wish to provide a commercial building to lease space catering to tenants who are part of the apparel industry. The project sponsors believe that tenant demand, based on increased growth of apparel manufacturing and sales in the San Francisco Bay Area and the anchor role in the industry played by the Apparel Mart, would enable them to receive a reasonable return on investment capital.

The proposed structure would contain 30 floors (including the two mechanical floors, the ground floor elevator corridor machine room and existing loading docks) rising 376 feet. The building would measure 131 feet along Jessie Street and 91 feet running north/south, connecting to the Pacific II Building on the north side. Each of the 27 rentable floors would contain approximately 12,300 square feet for a total of about 332,400 square feet. Net rentable square feet would be about 265,600.

Entrance to the project would be from Jessie Street or through the Pacific II Building. The 7 loading docks on Jessie Street would serve the entire Apparel Mart complex including Pacific I and Pacific II now under construction, and would occupy the entire ground floor of the proposed Pacific III building.

Pedestrian access from Pacific II to the proposed building would occur on the second floor. Foundations for the building and two underground levels that connect to the Pacific II Building are already constructed on-site.

The proposed addition of the Pacific III Building would provide a final form to the adjacent existing structures which constitute the San Francisco Apparel Mart and provide a total gross square footage of approximately 862,300.

The building would be constructed with precast concrete panels. Tinted glass would be set between the panels and held in place by painted (baked enamel) aluminum window frames.

Construction cost of the project is estimated to be about $27,000,000 (1980 dollars). Development would be expected to occur over a 2 and 3/4 year period (beginning in late 1981 and completed in late 1984). The site is located in the C-3-R (Downtown Retail) District. The basic floor area ratio (FAR) applicable to the C-3-R District is 10:1. Claimed as bonuses for this project are parking, direct access to a BART station mezzanine, multiple building entrances and observation platform (summarized in Table 1, page 25).

A. LAND USE

Impact:

The proposed project would add 265,600 square feet of leasable showroom/office space to the San Francisco Apparel Mart Complex. The physical constraints of the existing facilities, which limit the number of accessible vendors and merchandise lines, would be removed, thereby providing for expansion of the San Francisco market and enhancing competition with the Los Angeles market.

B. VISUAL QUALITY AND URBAN DESIGN

Impact:

The structure would be seen as a new element in the City's urban form comprised of taller buildings over an increasing land area. It would add one more unsculptured, box-shaped form to the skyline.

Impact:

Visual interest to pedestrians would be limited to street amenities developed for the Pacific II Building.

Mitigation:

A sculpturing of the top of the proposed building could reduce or eliminate the squared cornered appearance. An increase in the width of the sidewalk on Fourth Street to 20 feet would allow the use of trees around the Pacific I and Pacific II buildings.

C. TRANSPORTATION

Impact:

The proposed project would generate about 4,800 person trips per day, in addition to the existing Apparel Mart - Pacific I and (soon to be completed) Pacific II. Approximately 43% of these daily trips would be by car and 12% by transit. Pacific II and the proposed project would add a total of 1,110 p.m. peak hour person trips to that of the existing Apparel Mart.

Impact:

Even though the quality of traffic flow on surface streets would degrade as a result of the cumulative development, the freeways and freeway ramps would be the critical links in the overall network. With these facilities currently operating on congested conditions during peak hours, the traffic increases generated by cumulative development would add to this congestion with the likely results that traffic delays would be extended.

Mitigation:

Upon completion of the project the project sponsors would, in consultation with the Department of City Planning, promote a flexible time system for employee working hours and a preferential parking program for car and van-pools to reduce peaks of congestion in the transportation system.

The use of the loading docks on Jessie Street and the loading facilities for shows in the below-ground levels in the Pacific II building would be scheduled to the extent possible to minimize any peak-period conflicts.

The sidewalk on Fourth Street could be widened to 20 feet to allow improved pedestrian flow.

Impact:

The project would not be expected to increase 1983 MUNI load factors. However, MUNI lines with load factors greater than 1.00 would be experiencing congestion. In discussions with MUNI staff, it appears that the system capacity cannot be increased by 1983, excluding some capacity increases in the MUNI/Metro light-rail service.

Mitigation:

The project sponsors would contribute funds for maintaining and augmenting transportation service through a funding mechanism to be developed by the City. The amount would be proportionate to the demand attributable to the project in relation to the total demand identified by the City. The project sponsors would promote an employee car/van-pool system and would encourage transit use by employees in the proposed building by such means as the sale on-site of BART and MUNI passes.

Impact:

By 1983 the effect of cumulative downtown development on the Golden Gate Transit would be to raise patronage beyond the design capacity of 8,058 peak-hour passengers.

Impact:

Based upon the trip generation characteristics of the project, Pacific II and the proposed project would create a demand for about 1,300 additional parking spaces in the project area.

Mitigation:

Slightly over 80% of this additional demand can be met by existing off-street parking lots, assuming 95% utilization of existing spaces. The remainder of the demand could be accommodated by using the 128 spaces located in the Pacific II Building, lots outside of the study area, and change of auto drivers modes of transportation towards traveling in car pools and using public transit.

D. CLIMATE AND AIR QUALITY

Impact:

An analysis of potential wind impacts concluded that wind accelerations caused by the proposed building would not adversely affect pedestrian areas near the site. In spring and fall afternoons the project would cause a new shadow to extend across the Jessie Street pedestrian entrance and across Fourth Street to the sidewalk south of Stevenson Street.

E. NOISE

Impact:

Construction noise during the erection of the building would be the most prominent noise source. Construction equipment could generate sound levels of about 80 dBA at about 50 feet. The Victorian Hotel, located about 37 feet east of the project site is the nearest and most sensitive receptor to construction noise.

Mitigation:

Because of the proximity of the Victorian Hotel, the project sponsors would limit construction to daytime hours.

F. ECONOMICS

Impact:

The proposed project is expected to stimulate demand for increased production in the apparel industry. Potential increase in revenues to the City and County of San Francisco could range from $352,000 to $436,000 per year. It would be expected that the projected revenues to the City and County of San Francisco would exceed the incremental cost directly attributable to the project.

G. COMMUNITY SERVICES AND PUBLIC UTILITIES

Impact:

The proposed project would increase the demand for water, gas and electricity.

H. ENERGY

Impact:

Assuming a 50-year lifetime for the proposed project building, the estimated lifetime energy cost (includes construction, operation, transportation and removal) would be 3,450 billion BTU, equivalent to the energy consumption of 640,000 barrels of crude oil.

Mitigation:

New non-residential construction initiated after July 1978 is required to comply with Title 24, Division 20, Article 2 of the California Administrative Code regarding energy conservation standards for new non-residential buildings. Design features would be incorporated into the building to minimize energy consumption.

I. GROWTH INDUCEMENTS

Impact:

The proposed project would be expected to stimulate growth in the apparel industry in San Francisco and the Bay Area. Continued growth could have an impact on the demand for housing and public services. Employee purchasing power could stimulate employee-oriented retail activity in the vicinity of the project site.

ALTERNATIVES

Alternatives to the proposed project considered include the no-project alternative under existing development, alternative site use scenarios, development under interim bonus controls, and an alternative design for the top silhouette of the proposed building.

The no-project, interim bonus control design of a different silhouette for the top, and open space alternatives would have less impact on the environment than the proposed project. The residential alternative would have less effects on the environment than the proposed project except for the demand for community services and increased consumption of energy. If the entire project were developed as commercial office space, the impacts on the environment would be greater than the proposed project.

CHAPTER II

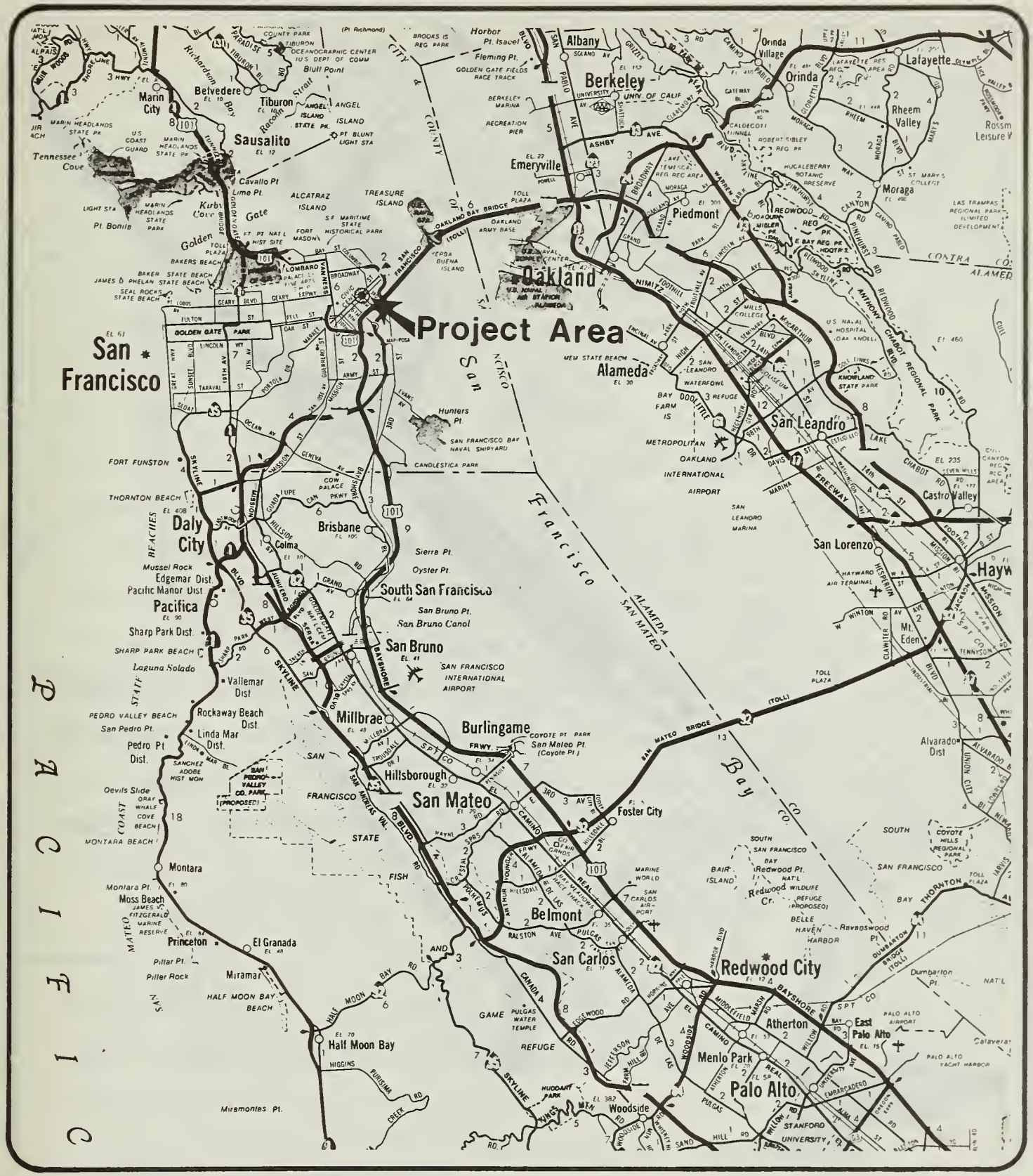
PROJECT DESCRIPTION

A. LOCATION

The proposed Pacific III Apparel Mart building, an addition to the existing Apparel Mart Complex, would be located on the north portion of Jessie Street about 125 feet west of the intersection of Jessie Street and Fourth Street, Assessor's Block 3705, a portion of Lot 3, San Francisco, California. The site measures about 13,300 square feet in land and is part of a larger parcel. The general location of the project site is shown in Figure 1, Regional Location Map. The precise location of the project site is shown in Figure 2, Site Location Map.

B. OBJECTIVES OF SPONSORS

The project sponsors - the 821 Market Street Associates (a joint venture of Rede Investment Corporation and Daon Corporation) - wish to provide a commercial building to lease space catering to tenants who are part of the apparel industry. The project sponsors believe that tenant demand, based on increased growth of apparel manufacturing and sales in the San Francisco Bay Area and the anchor role in the industry played by the Apparel Mart, would enable them to receive a reasonable return on investment capital. The sponsors also believe that an expanded Apparel Mart would become more competitive in the western market area for the apparel industry.



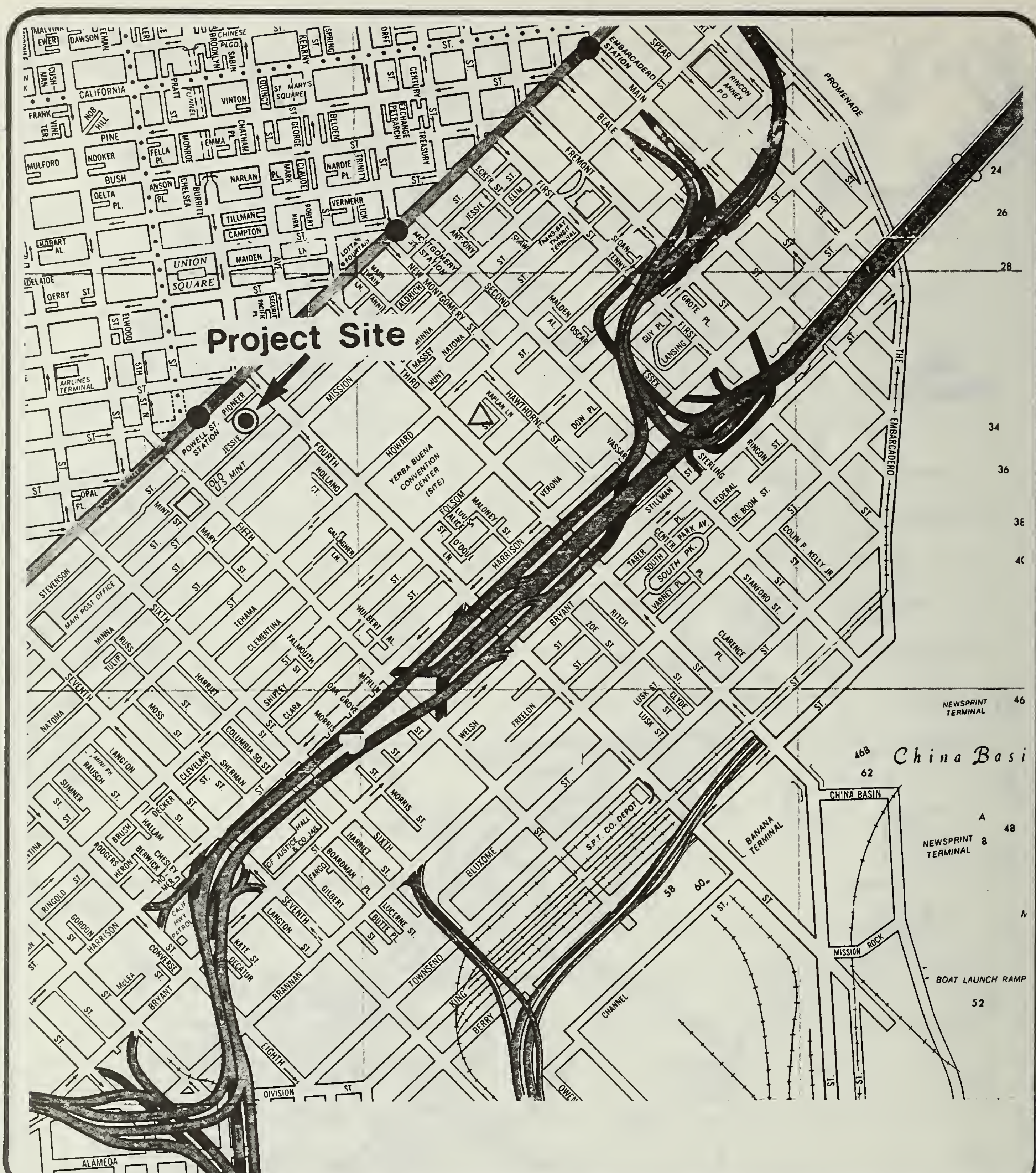
Regional Location Map

North

0 2 4 8

Scale Miles

Figure No. 1



Site Location Map

North

0 500 1000 2000
Scale Feet

Figure No. 2

C. PROJECT CHARACTERISTICS AND SCHEDULING

The proposed structure would contain 30 floors (including the 2 mechanical floors on the 17th and 18th levels, the existing elevator corridor machine room and existing loading docks on the ground floor) rising 376 feet (Figures 3 to 9, pages 14 and 20). The building would measure 131 feet along Jessie Street and 91 feet running north and south, connecting to the Pacific II building on the north side. Each floor would contain about 12,300 square feet for a total of about 332,400 square feet. Net rentable square feet would be about 265,600.

The main project entrance would be from the Pacific III building which fronts on Fourth Street. There would be 2 pedestrian entrances on Jessie Street, near the loading docks, providing secondary access. The existing 7 loading docks on Jessie Street would serve the entire apparel mart complex (including Pacific I and Pacific II now under construction, and the proposed project) and would occupy the entire ground floor, except for the elevator corridor.

Pedestrian access to the building from Pacific II would occur on the second floor. The foundation for the building and 2 underground levels that connect to the Pacific II building are already constructed on site. The proposed addition to the Apparel Mart does not front on any major thoroughfare.

The proposed addition of the Pacific III building would provide a final form to the adjacent existing structures which constitute the San Francisco Apparel Mart and would provide a total gross square footage of approximately 862,300 in the

Apparel Mart. The 2nd to the 30th floors (except for the 17th and 18th mechanical floors) are designed to be leased to tenants from the apparel industry.

Artist's rendering of the Proposed Project.
View looking southwest across Fourth Street.

Proposed Apparel Mart Complex

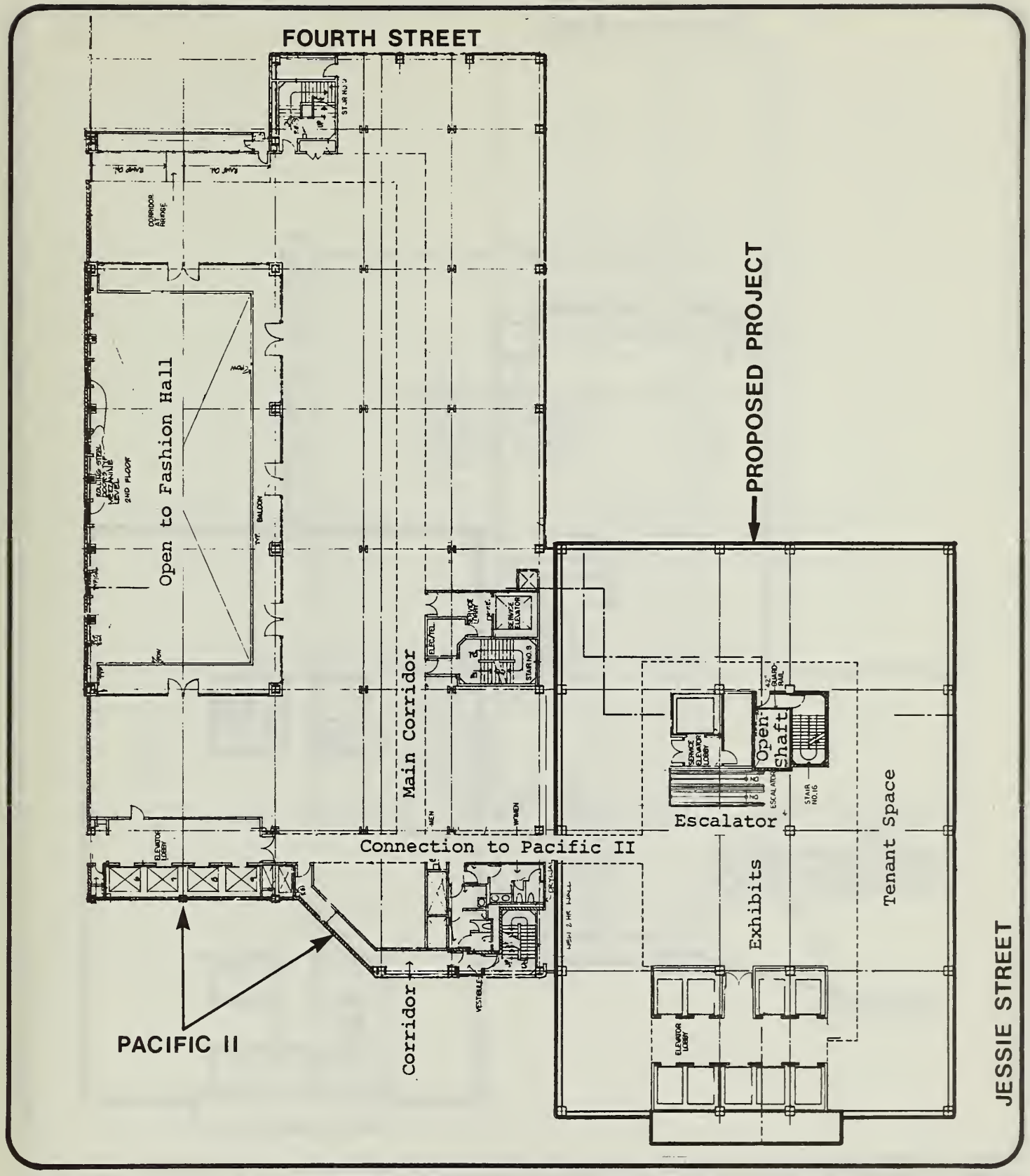
Source: Whisler-Patri, architects

Figure No. 3

Model on Display, Available for Viewing
Upon Request to Project Sponsor.

Model of Proposed Apparel Mart Complex

Figure No. 4



Second Floor Plan

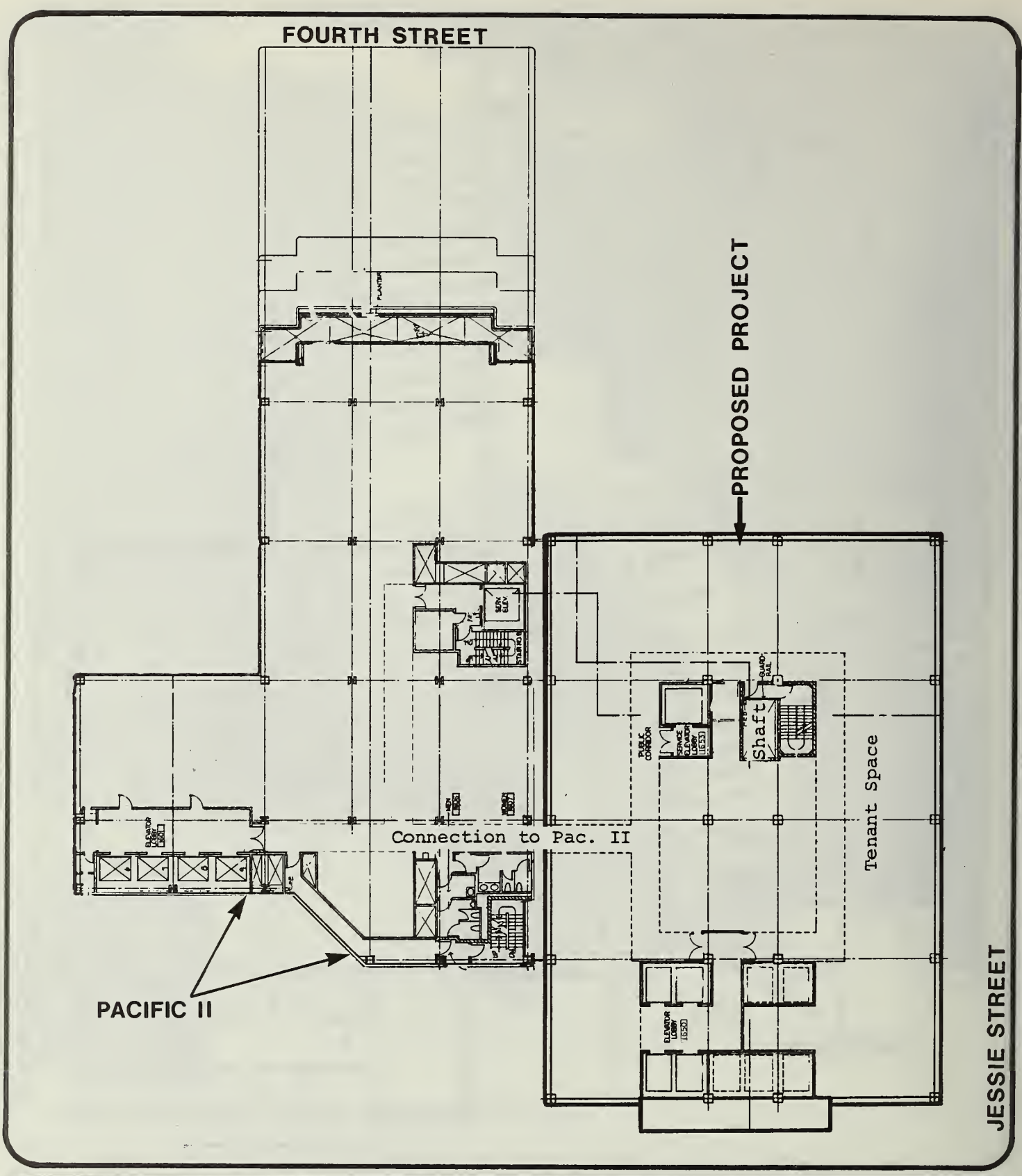
North

0 16 32 64

Scale Feet

SOURCE: Whisler-Patri, Architects

Figure No. 5



Typical Floor Plan, 16th Floor

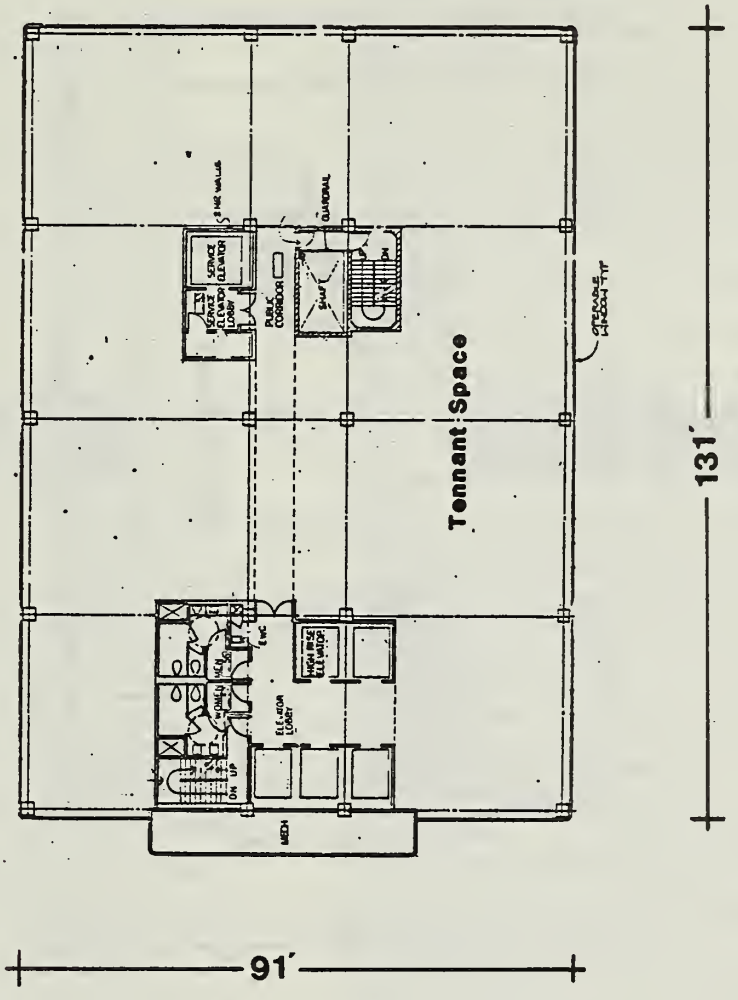
North

0 16 32 64

Scale Feet

SOURCE: Whisler-Patri, Architects

Figure No. 6



Typical Floor Plan, 20th-29th Floors

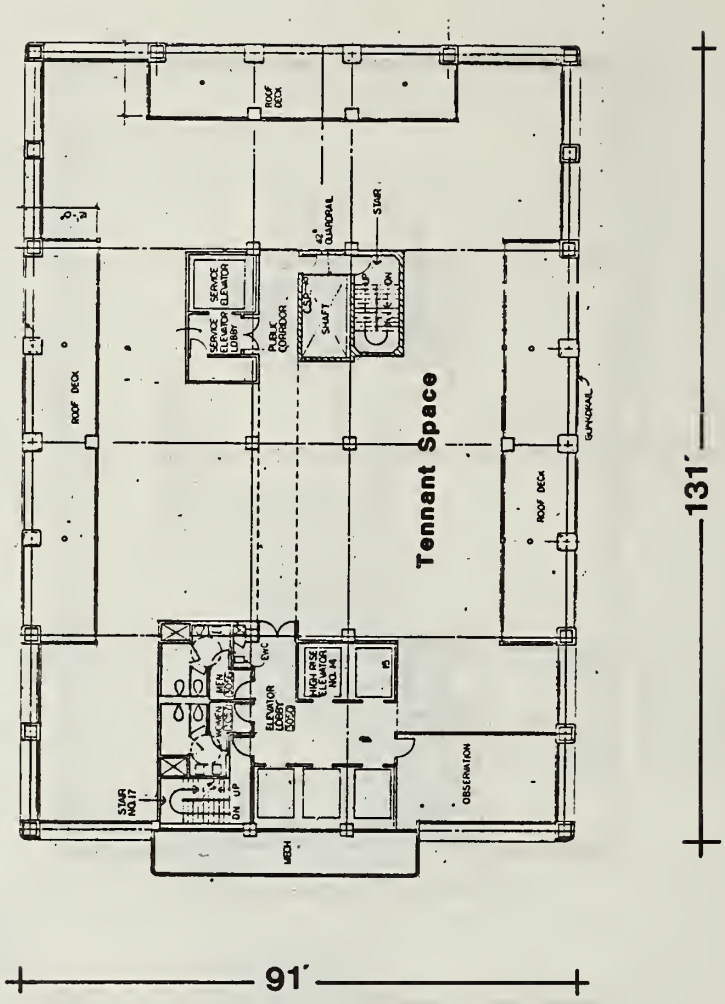
North

0 8 16 32

Scale Feet

SOURCE: Whisler-Patri, Architects

Figure No. 7



30th Floor Plan

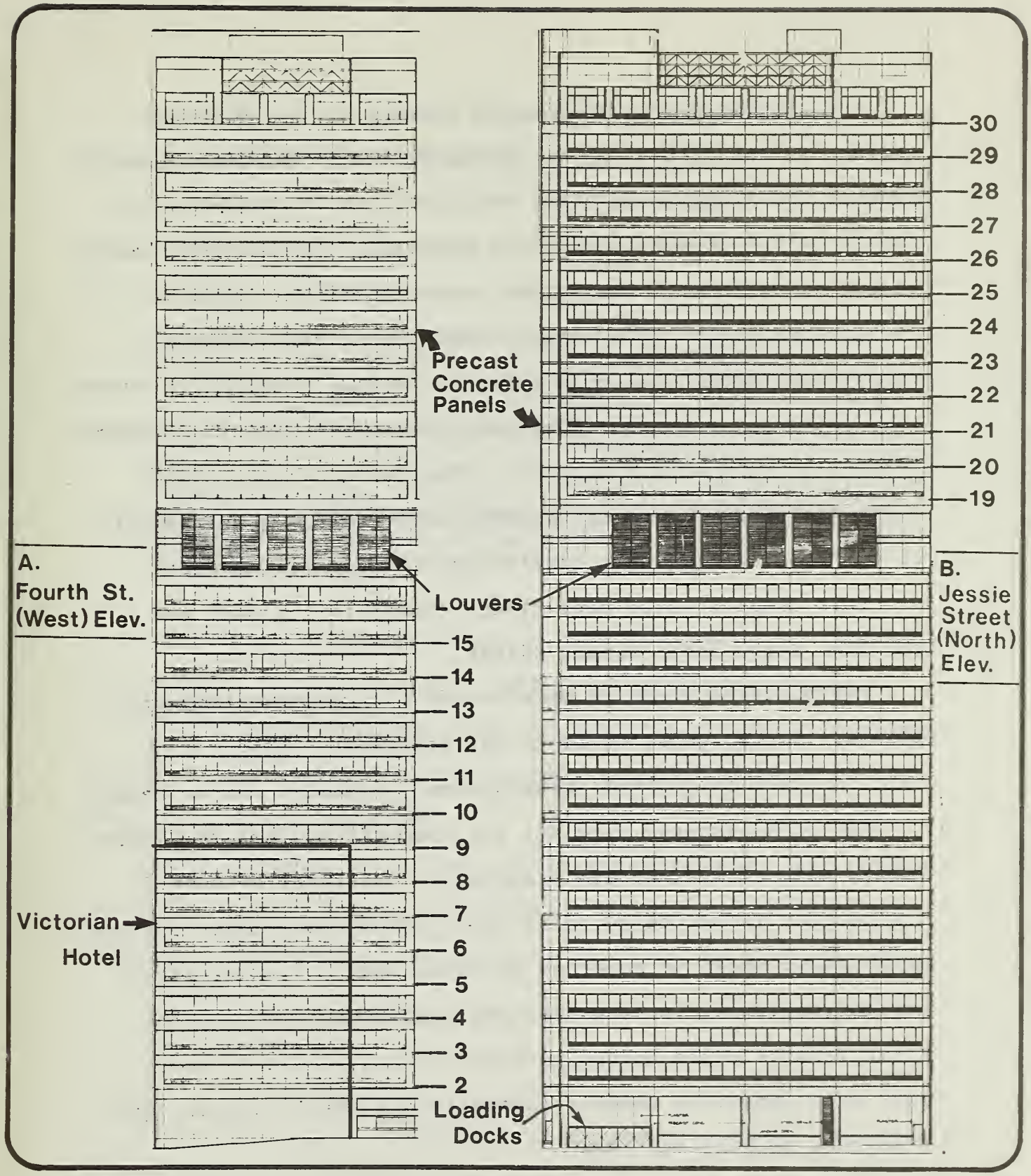
North

0 8 16 32

Scale Feet

SOURCE: Whisler-Patri, Architects

Figure No. 8



Building Elevations

0 25 50 100
Scale Feet

SOURCE: Whisler-Patri, Architects

Figure No. 9

The Pacific II building would connect to the proposed project on all floors, up to the 18th floor. Escalators would connect from the ground floor of the Pacific II building to the 2nd floor of the Pacific III building. The building would be served by 1 service elevator and 9 passenger elevators (4 highrise to the 19th through 30th floors and 5 lowrise to the 2nd through the 16th floors). A ramp from Fourth Street runs to to the existing underground levels of both the proposed project building and Pacific II. The two existing floors under the proposed project connect with Pacific I and Pacific II to form a market hall complex for the apparel industry.

This complex would have direct connection to BART and the MUNI Metro under Market Street.

The building would be constructed with precast concrete panels. Tinted glass would be set between the panels and held in place by painted (baked enamel) aluminum window frames.

The architectural firm for the proposed project is Whisler-Patri, with offices in San Francisco. Construction cost of the project is estimated to be about $27,000,000 (1980 dollars).[1] Development would be expected to occur over a 2 and 3/4 year period (beginning in late 1981 and completed in late 1984). First tenants would occupy portions of the structure in mid-1983 with remaining tenants continuing to move in during the remainder of 1983 and 1984.

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[1]Steve Lyon, project architect, Whisler-Patri, telephone conversation, 10 September 1980.

D. ZONING AND REQUIRED APPROVALS

The site is located in the C-3-R (Downtown Retail) district (see Figure 10, page 23). This district is described in the City of San Francisco Planning Code as:

> "A regional center for comparison shopper retailing and direct consumer services. It covers a compact area with a distinctive urban character, consists of uses with cumulative customer attraction and compatibility and is easily traversed on foot. Continuity of retail and consumer service uses is emphasized with encouragement of pedestrian interest and amenities and minimization of conflicts between shoppers and motor vehicles. A further merger of this district with adjacent related districts is anticipated, partially through development of buildings which combine retailing with other functions."[1]

In addition to the wholesaling activities proposed by the project, principal uses in the C-3-R district include dwellings, hotels, professional and business offices, laundries, places of assembly and entertainment, automotive sales and home and business services.

The basic floor area ratio (FAR) applicable to the C-3-R district is 10:1. Thus, buildings on the project site may contain a gross floor area of up to 10 times the area of the

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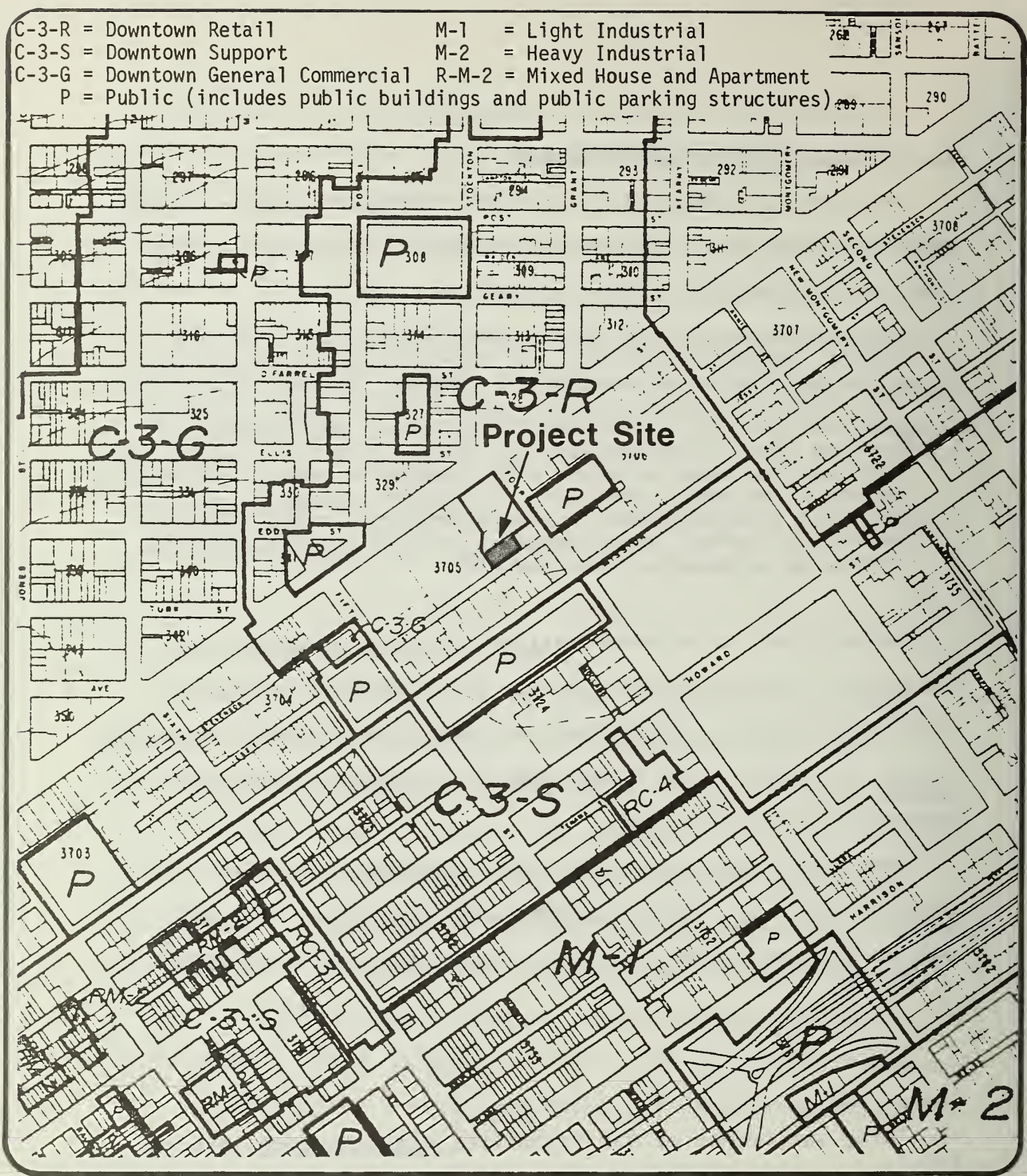
[1]City and County of San Francisco, Planning Code, Section 210.3.



Zoning Map

Figure No. 10

Source: Zoning Map of the City and County of San Francisco, 1979

lot.[1] This is exclusive of development bonuses to which the project is entitled under the Planning Code for the addition of such amenities as rapid transit access, multiple building entrances, sidewalk widening, shortened walking distance, plaza, side setbacks, low coverage at upper floors and observation decks. Claimed as bonuses for this project are parking, direct access to a BART station mezzanine, multiple building entrances and an observation platform (see Table 1, page 25).[2]

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[1]For the purposes of FAR calculations, the project site is comprised of Lots 1, 2 and 3, Assessor's Block 3705. These lots are held in common ownership and have an area of 67,763 square feet. The project site, as described, is based upon the Section 102.12 Planning Code definition of lot: "a parcel of land under one ownership which constitutes, or is to constitute, a complete and separate functional unit of development and which does not extend beyond the property lines of streets and alleys. A lot as so defined generally consists of a single Assessor's Lot, but in some cases consists of a combination of contiguous Assessor's Lots or portions thereof where such a combination is necessary to meet the requirements of this Code. In order to clarify the status of specific property as a lot under this Code, the Zoning Administrator may, consistent with provisions of this Code, require such changes in the Assessor's records, placing of restrictions on the land records and other actions as may be necessary to ensure compliance with this Code." Since the proposed project is included as an addition in the Apparel Mart complex, floor area ratio calculations for the site must include the existing Pacific I and II buildings on the site.

[2]Details of bonus criteria, their applicability and the square footage that may be claimed per bonus are described in Section 126 of the Planning Code. Note that the Board of Supervisors approved interim controls on bonus provisions in the C-3 districts. While the controls remain in effect, bonuses may be permitted for new development only by conditional use authorization and only for hotel and residential purposes. The bonuses are not automatically granted. They must be approved only after review by the Planning Commission, upon recommendation from the Department of City Planning. By Resolution Number 84-74, adopted on 17 January 1980, the Commission declared its intent to invoke their power of discretionary review for any high-rise proposed in the Downtown Area. About 17 projects, already in the process of environmental or permit review when the controls went into effect, were specifically exempted by previous action of the Board. (City Ordinance, 240-80, 1 July 1980). The proposed project was included in the exemption.

TABLE 1

SITE AREA AND BONUS CALCULATIONS

Total Site Area		
Lot 1 (Pacific I)	28,275	
Lot 2 (Pacific II)	9,750	sq. ft.
Lot 3 (Proposed Pacific III and part of Pacific II)	29,738	sq. ft.
	67,763	sq. ft.
Basic FAR	10:1	
Basic Allowable Area (above grade)	677,630	sq. ft.
Bonuses		
Parking	12,800	sq. ft.
BART access	135,520	sq. ft.
Multiple Building Entrances	30,000	sq. ft.
Observation Platform	10,000	sq. ft.
Total Gross Area If Bonuses Awarded:	865,950	sq. ft.
Existing Buildings On Site		
Pacific I	254,453	sq. ft.
Pacific II	275,465	sq. ft.
Remaining Allowable Area	336,032	sq. ft.
Proposed Pacific III Building	332,402	sq. ft.

The height and bulk district for the site is 400-I (Figure 11, page 27), which allows a maximum building height of 400 feet with a maximum building length of 170 feet and a maximum diagonal dimension of 200 feet above a height of 150 feet. The proposed building would be 376 feet in height and the complex would have a combined length of 202 feet, 6 inches with a diagonal dimension of 250 feet at the longest section (floors 14-18, which is above a height of 150 feet). For this reason, the project sponsors have filed an application for a conditional use permit. (The extent of bulk non-conformance is shown in Figure 12, page 28, which shows a diagonal arc with a radius of 200 feet).

Procedures for the review of a conditional use application of this type are found in Section 271 of the Planning Code, which contains reasons why an exception may potentially be given, and evaluation criteria. The section notes:

> "Such (exception) might occur when the criteria of this Section are met for one or both of the following positive reasons:
>
> 1. Achievement of a distinctly better design, in both a public and a private sense, than would be possible with strict adherence to the bulk limits, avoiding an unnecessary prescription of building form while carrying out the intent of the bulk limits and principles and policies of the Master Plan.
>
> 2. Development of a building or structure with widespread public benefits and significance to the community at large, where compelling functional requirements of the specific building or structure make necessary such a deviation."[1]

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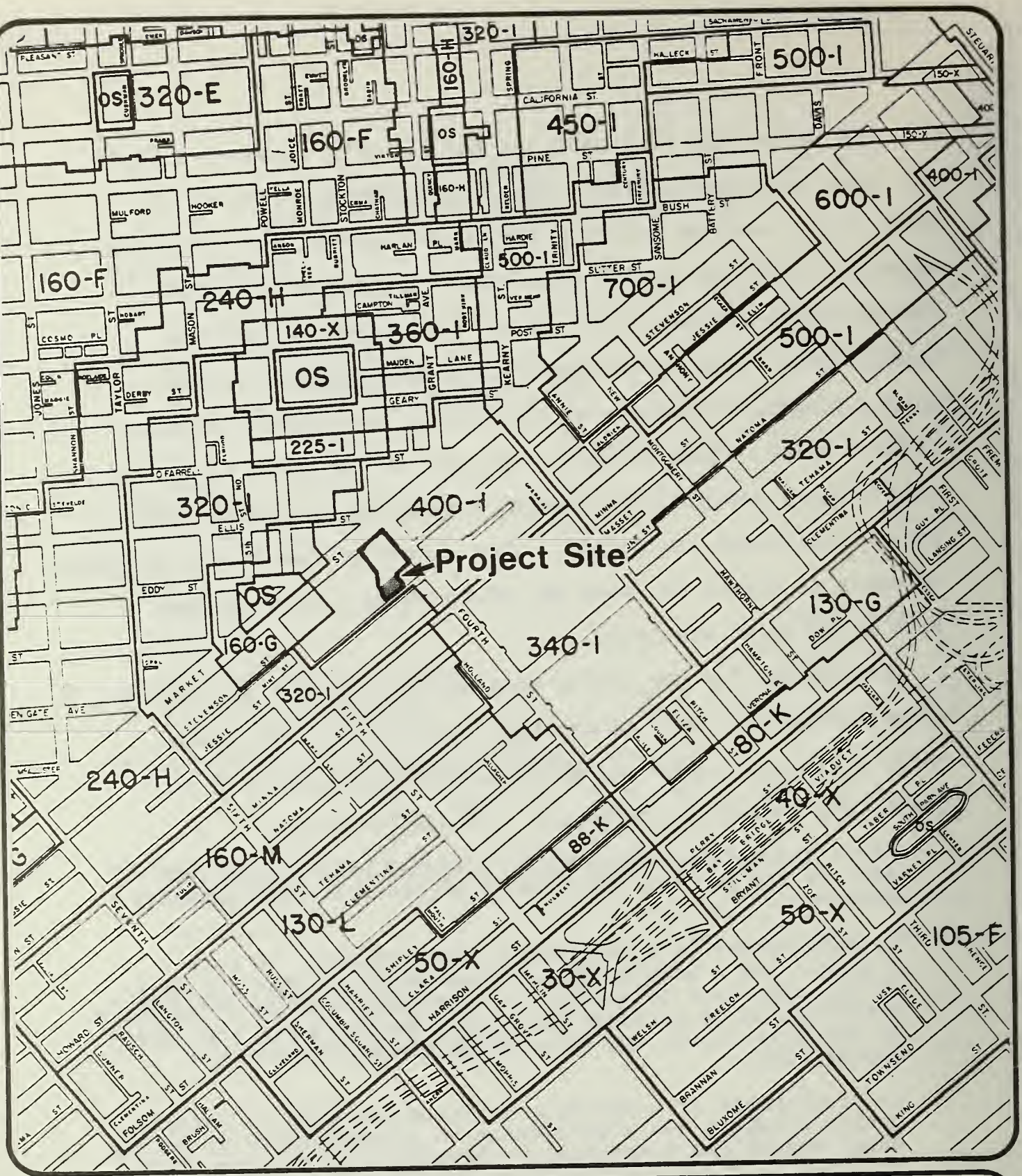
[1]City and County of San Francisco, Planning Code, Section 271.



Height and Bulk Map

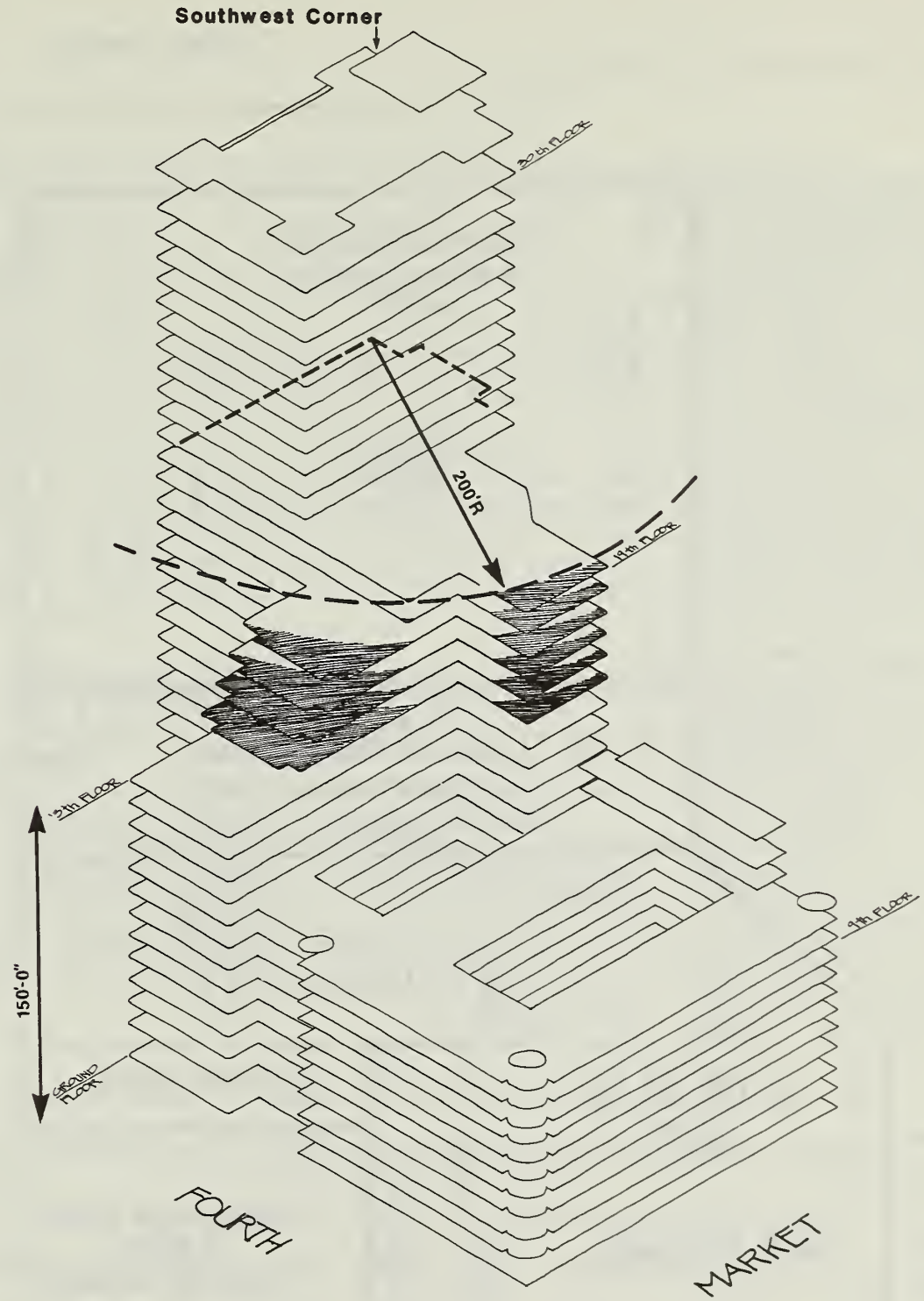
North

OS = Open Space District
00 = Numbers are Height Limits in Feet
Z = Letter Symbols Refer to Bulk Limits in City Planning Code Sec. 270

0 200 400 800
Scale Feet

Figure No.11

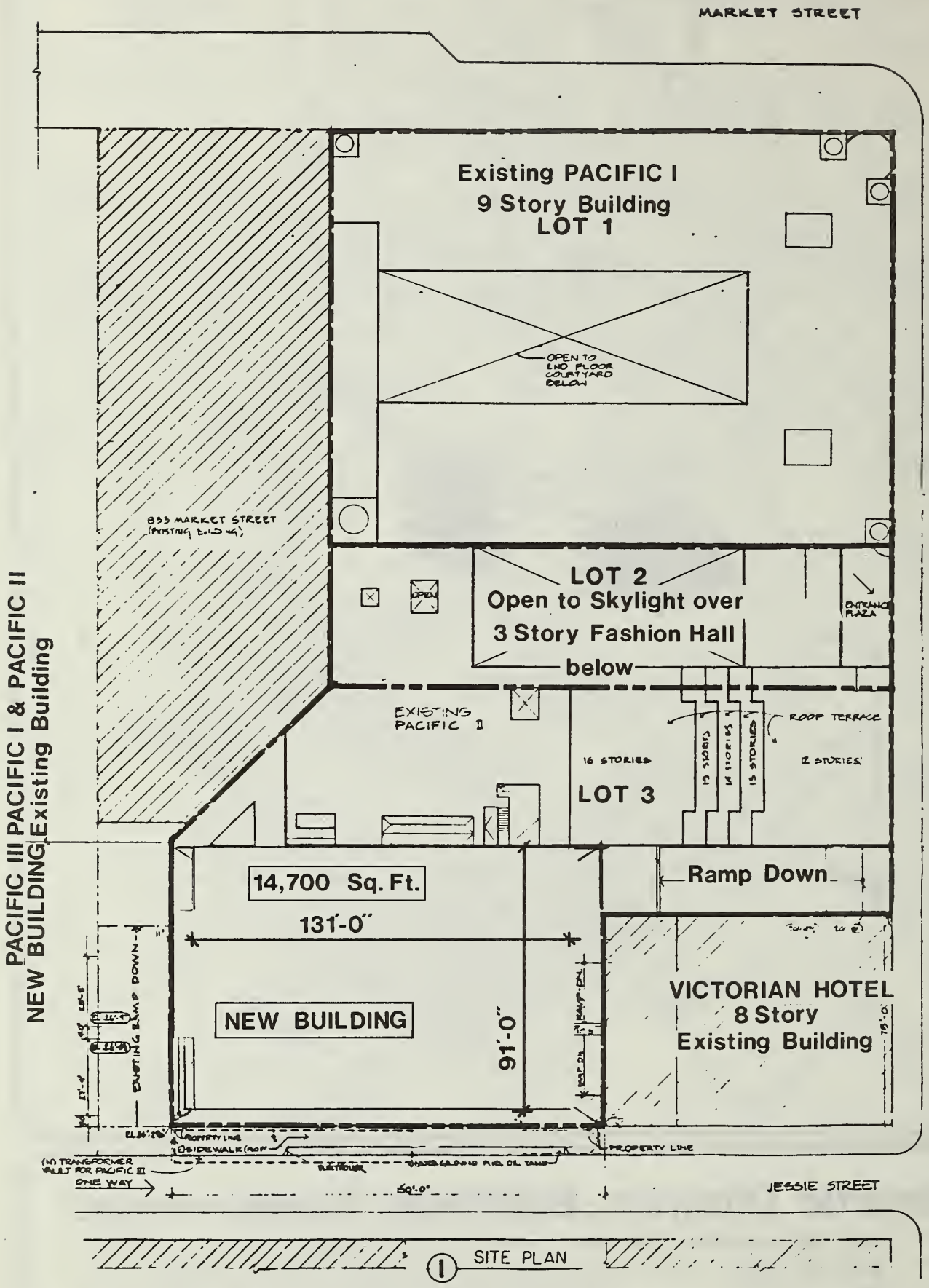
Source: Zoning Map of the City and County of San Francisco, 1978



Schematic Diagram, Bulk Non-Conformance

(Area of non-conformance is the shaded portion outside the 200 foot diagnol arc from the southwest corner above 150 foot elevation)

Figure No. 12



Lot Boundaries and Pacific I, II, and III Buildings

Figure No. 12a

Criteria are detailed as follows:

> "The appearance of bulk in the building, structure or development shall be reduced by means of at least one and preferably a combination of factors, so as to produce the impression of an aggregate of parts rather than a single building mass: major variations in the plans of wall surfaces, in either depth or direction that significantly alter the mass, significant differences in the heights of various portions of the building, structure or development that divide the mass into distinct elements, differences in materials, colors or scales of the facades that produce separate major elements, compensation for those portions of the building which exceed the bulk limits by a corresponding reduction of other portions below the maximum bulk permitted, in cases where two or more buildings, structures or towers are contained within a single development, a wide separation between such buildings, structures or towers . . . .
>
> "In every case the building, structure or development shall be made compatible with the character and development of the surrounding area by means of . . . . a silhouette harmonious with natural land forms and building patterns, including the patterns produced by height limits; either maintenance of an overall height similar to that of surrounding development or a sensitive transition, where appropriate, to a development of different character; use of materials, colors and scales either similar to, or harmonizing with, those of nearby development and preservation or enhancement of the pedestrian environment by maintenance of a pleasant scale and visual interest."[1]

The conditional use application would be the subject of a public hearing before the City Planning Commission, after certification of the Final EIR. If appealed it would be heard by the Board of Supervisors, also at a public hearing.

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[1]City and County of San Francisco, Planning Code, Section 271.

CHAPTER III

ENVIRONMENTAL SETTING

A. LAND USE

The project site is located on the southern edge of the downtown retail center. The surrounding properties consist primarily of commercial type buildings with retail spaces on the ground floor and offices above. Exceptions include the Community College building further to the south and the Victorian Hotel to the east.[1] Adjacent to the project site is the Commercial Building (833 Market) on the west, and the Fox Building (308 Jessie Street) to the east. The 3-story Fox Building serves as a warehouse to Fox Hardware on the southwest corner of the Jessie and Fourth Streets intersection, and contains offices of the Fred Alexander Company, Fox Hardware Incorporated, Fox Investigative News Service, and Starrett Precision Tools. Approximately 20 to 25 employees work in the building full-time Monday through Saturday. Other adjacent structures include the Commercial building to the west, Emporium department store, and the two existing Apparel Mart structures to the north (Figure 13, page 31). These 2 structures are the 1908, 9-story Pacific Building (Pacific I) at 821 Market Street and the

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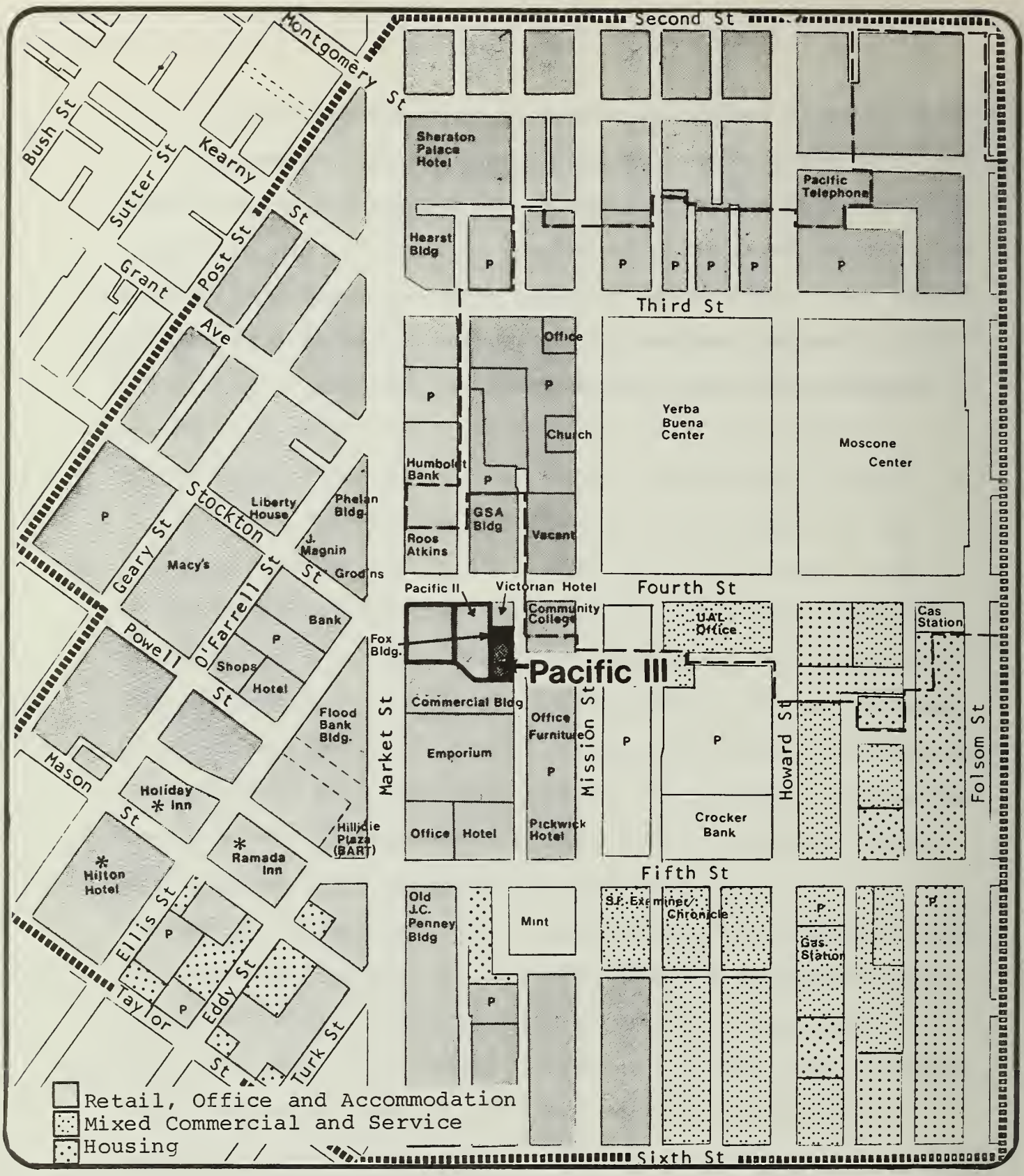
[1]The real estate of the site of the Victorian Hotel is owned by Frederick Speir (the owner of the freehold interest). The owner and operator of the Victorian Hotel is Charles W. Mosser. At one time (17 May 1978 to 27 June 1980) the project sponsors had control of the master lease.

1980, 18-story Pacific II structure at 22 Fourth Street. The Yerba Buena Redevelopment Area containing a convention center, office and housing space, and industrial, institutional and proposed hotel uses, is located to the south and southeast of the site. The central business district, containing intensive office, financial and retail development and hotel accommodations, is located to the north and northeast of the site.



Land Use

——Yerba Buena Center Boundary
▮▮▮▮▮ Traffic Study Area
* Proposed and Approved Projects Near Apparel Mart

North

0 200 400 800

Scale Feet

Figure No. 13

B. VISUAL QUALITY AND URBAN DESIGN

The proposed project site is south of Market Street in an area consisting of a broad range of land uses including retailing, warehousing, wholesaling, parking, offices, residential and hotel uses (see Chapter III.A., Land Use). Correspondingly, there is a mix of architectural styles, building sizes and building masses that comprise the complex of structures within the setting. This mix has evolved through time as older structures have either been replaced with new buildings or renovated, and by the influence of changing architectural design trends and the use of new building materials introduced to the construction trade.

The 8-story Victorian Hotel adjacent to the project site is at the corner of Jessie and Fourth Streets. It was built in 1915, and is constructed of red brick (Figures 14 and 15, pages 33 and 34). It contains bay windows on the street frontage and ornamental cornices[1] (see Chapter III.I., Historical and Cultural Resources). The use of marble and brick on the ground and upper floors adds visual interest to the building's exterior faces. In contrast, the nonornamental, off-white precast concrete panels of the 19-story Pacific II building adjacent to the hotel are plainer in appearance, visually expressing a continuing trend toward simplified techniques in building construction.

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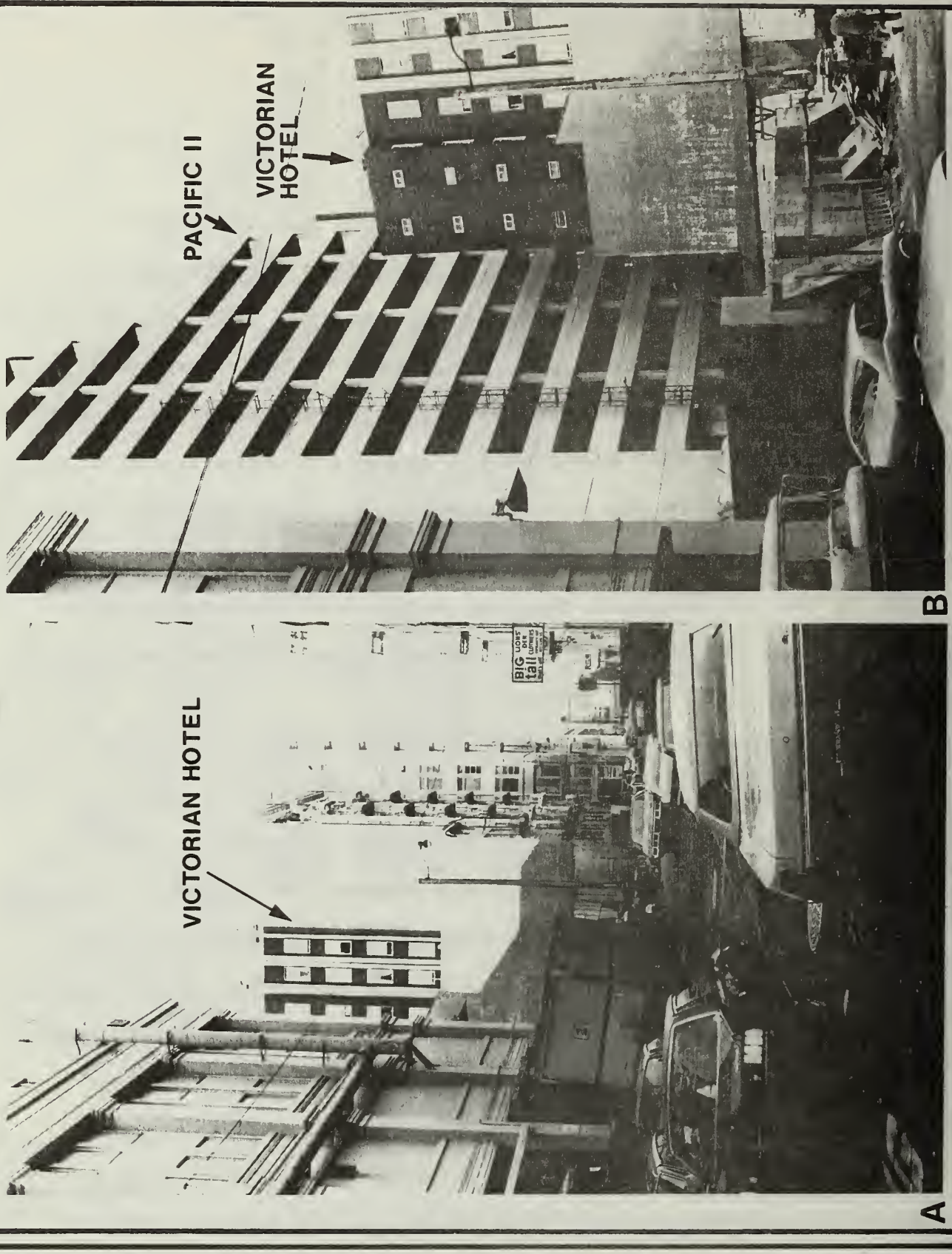
[1]Cornice: the projecting horizontal member of a roofline.



Project Area Photographs
(View along Jessie Street, looking east)

Figure No.14

Project Area Photographs

Figure No. 15

At the corner of Market and Fourth Streets is the 9-story Pacific Building. The 1907 building contains a 25-foot high base fitted with arched windows; remaining portions of the building extend upward with vertical columns defining window openings at each level (Figure 15-B, page 34). A decorative cornice is part of the original architecture (revised by the parapet ordinance) which increases visual interest; below the second floor cornice the building is decorated with red and brown ceramic veneer; above the second floor cornice are green tile and cream colored terra cotta trim and figurines are on its face. Across the street at Market and Fourth Streets is the Roos-Atkins building which contains exterior panels of brown-red brick tile rising the height of the structure and divided by vertical grey concrete columns.

The 11-story San Francisco Community College District building at Fourth and Mission Streets is composed of dark grey glass. Next door on Fourth Street is a 2-story hardware store; across Fourth Street is the 11-floor GSA building, which contains no architecturally distinguishing features, contributing to the mix of building design in the project area; it is currently unoccupied.

From Fourth Street adjacent to the Pacific II building, views to the north are terminated by buildings fronting Market Street. In contrast, views southeast take in cleared and undeveloped land of the Yerba Buena Center project and structures up to about 7 blocks away, including the Pacific Telephone Buildings, St. Patrick's Church (of Victorian Gothic architecture) on Mission Street, Mercantile Building, AT&T Long Lines Building

and other structures. Views west down Jessie Street encompass the backs of buildings fronting Mission and Market Streets, the plain east face of the 9-story Emporium Department Store, trucks, loading areas, fire escape structures and refuse containers. Jessie Street generally retains the appearance of an alley. The grey concrete sidewalk along Fourth Street is about 10 feet wide without pedestrian amenities of trees, benches, bicycle parking racks or other features; vehicular noise and traffic appear to dominate the pedestrian environment. North, around the corner of the Pacific I Building on Market Street, the pedestrian environment is clearly different from that of Fourth Street; the 20- to 25-foot wide sidewalk is paved with red brick and accommodates a greater pedestrian flow. Sycamore trees line the street on both sides, enhancing the appearance of the setting. Shop fronts are principal visual elements that demand the attention of pedestrians. Building height is not a visual factor when one is standing adjacent to a structure, as vision is generally focused on the street environment. Overall building height and building forms are perceived from distances of several hundred feet or more.

The 19-story Pacific II Building and the dome of the Bank of America Building on Market Street are the tallest structures within a radius of about 3 to 4 blocks, the nearest taller structures occurring in the vicinity of Union Square. The building is seen from adjacent streets and other structures as a new element within the setting, containing a relatively simple design style and increasing the height of the downtown skyline. The entry of the Pacific II Building is recessed

in order to set off the transition of the new building with the old facade of the Pacific I structure. The transition "bridge" element is 8 stories and the remaining facade steps up to the 13th story. At that level, the facade on Fourth Street steps back to make the transition to the proposed Pacific III Building.

C. TRANSPORTATION

1. Street System

Pacific III is near the southwest corner of the Market/Fourth/Stockton intersection. Local street access would be primarily via Market, Mission, Fourth, Fifth, Eddy and Ellis Streets. Freeway access to or from I-80 and U.S. 101 (southbound) exists ½ mile south of the project at the Fourth and Fifth Street freeway ramps. Freeway access to I-280 is 3/4 of a mile south at Sixth and Brannan Streets. U.S. 101 northbound can be reached by travelling 4 to 5 miles on local City streets and on to the Golden Gate Bridge.

The Transportation Element of the San Francisco Comprehensive Plan designates as major thoroughfares the north/south streets of Third, Fourth and Fifth and the east/west streets of Market, Geary, Folsom and Howard.[1] There are no streets in the project area designated as secondary thoroughfares.

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[1]Major thoroughfare is defined as ". . . a cross-town thoroughfare whose primary function is to link districts within the City and to distribute traffic from and to the freeways, a route generally of city-wide significance . . ." Right-of-way characteristics for streets in the project area are listed in Table A-2, Appendix A.

The Transportation Element also designates Second, Third, Fourth, Market, Eddy, Ellis, Stockton, Powell, Mission, O'Farrell and Geary Streets as "Transit Preferential Streets." By definition, priority is given to transit vehicles over automobiles on these streets.

Table 2, page 39, presents the estimated 1980 24-hour and p.m. peak-hour traffic volumes for the project area streets. Folsom, Mission and Third carry the greatest daily volumes.

Market Street

Market Street is a 2-directional, 4-lane street with no parking. The Transportation Element indicates that Market as well as Ellis and Eddy Streets are to be improved as bicycle routes. Field observations showed that traffic on Market is slowed occasionally by streetcars and buses. Total volumes on Market between Fourth and Sixth Streets are about 750 to 800 vehicles per hour (vph) during the p.m. peak hour.

Fourth Street

Fourth Street is a 1-way, 4-lane, southbound major thoroughfare with parking on both sides. The west curb adjacent to the site is used primarily as a commercial loading zone and as a bus stop. Direct driveway access is provided to the Apparel Mart from Fourth Street. Flows on Fourth Street are heaviest in the evening peak. Field observations showed that traffic flows smoothly during all periods. The p.m. peak hour volume is 1,300 vehicles.

TABLE 2

1980 VEHICULAR VOLUMES BETWEEN INTERSECTIONS

Street		24-Hour	p.m. Peak Hour
Market -	West of Fourth	9,600	750
	East of Sixth	10,300	800 est.
Mission -	East of Second	19,100	1,680
Howard -	7th & 8th Streets	16,500	1,600 est.
Folsom -	7th & 8th Streets	19,900	1,800
Third -	South of Market	19,500	1,920
Fourth -	South of Market	13,000	1,300
Fifth -	South of Market	14,700	1,000
Stockton-	Market & O'Farrell[1]	10,500	900
No. Fifth -	Market & O'Farrell[1]	7,500	600
Mason -	Market & O'Farrell[1]	5,700	460
Eddy -	No. Fifth & Jones[1]	5,700	520
Ellis -	West of Stockton	12,600	990
O'Farrell -	Stockton & Jones[1]	11,300	960
Geary -	Stockton & Jones[1]	14,000	1,120

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[1] Draft EIR, Hotel Ramada, EE80.121, Table 3, page 47, 3 October 1980.

Source: Traffic Engineering Division, City of San Francisco, 1980 traffic counts and updates by DKS of earlier counts. Traffic counts on Market Street were made 14 April 1980 and streetcars were excluded. Currently the J-line is the only streetcar line operating on Market Street during weekday daytime hours.

Fifth Street

Fifth Street is a 2-directional, 4-lane street. Dominant flows in the morning and evening are northbound. Field observation showed that peak hour traffic flows smoothly on Fifth.

Mission Street

Westbound traffic has 2 lanes, one of which becomes a transit-only lane during the a.m. and p.m. peak period (7-9 a.m. and 4-6 p.m.). Eastbound traffic also has 2 lanes, 1 of which is a transit-only lane during the entire day (7 a.m. to 6 p.m.). During the a.m. and p.m. peak periods, Mission Street functions essentially as a 2-lane street for automobile traffic. The 2-way p.m. peak hour volumes are approximately 1,700 vehicles, east of 2nd Street. Volumes west of Fourth Street could be 200-300 vehicles per hour higher.

Jessie Street

Jessie Street provides access to most of the service entrances and truck loading facilities for stores facing Market and Mission Streets between Fourth and Fifth Streets. Jessie Street is 19 feet wide, and 1-way eastbound. Except for a few loading zones and some spaces near Fifth Street, on-street parking is generally prohibited on Jessie. This, however, does not prevent most of the curb space on Jessie from being occupied by trucks, vans, cars and trash bins. Most vehicles park on the sidewalk to avoid blocking the street. Occasionally poorly parked vehicles will obstruct the passage of larger semi-trailer trucks on this street.

Field observations during a Friday morning and afternoon indicate that space is in critically short supply for trucks loading and maneuvering on Jessie Street.[1] Traffic volumes are fairly low and not a critical issue except when poorly parked vehicles and trucks maneuvering into loading docks prevent the movement of through traffic. Part of Jessie Street fronting the proposed project is currently partially blocked for construction.

The Emporium, with four operational docks on Jessie, is the largest single store using Jessie Street for truck deliveries, customer pickup and an employees' entrance. Before September 1980, the Emporium had its "Ready to Wear Garments" distribution center on Jessie Street and averaged 15 to 20 truck dockings a day. Now that this distribution center has moved to San Jose, the Emporium averages only 6 truck dockings a day.[2]

There are 7 truck berths constructed under the proposed project fronting on Jessie Street. 2 of the berths are 57 feet deep by 15 feet wide, 3 berths are 34 feet deep by 11½ feet wide, and 2 berths are 41 feet deep by 16 feet wide. Parked trucks, under these lengths, do not extend beyond the property line.

No special measures are taken to enforce traffic and parking regulations, but the street is routinely patrolled by traffic enforcement personnel.[3]

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[1]Field observation by DKS & Associates, 7 November 1980.

[2]Robert Kramarczyk, Freight Manager, Emporium, telephone conversation, 10 November 1980.

[3]Sgt. Gau, San Francisco Police Department, telephone conversation 19 November 1980.

By means of using a "critical movement analysis"[1], service levels of the critical intersections have been calculated and are shown in Figure 16, page 43 (see Table A-2, Appendix A, page 179 for service level definitions).

2. Transit

In general, the project site has good accessibility via public transit. Local routes are provided by the San Francisco Municipal Railway (MUNI) and regional service is available via Bay Area Rapid Transit (BART), A.C. Transit (AC), Golden Gate Transit (GGT), San Mateo County Transit (SamTrans), Greyhound and Southern Pacific (SP).

San Francisco Municipal Railway. MUNI operates 31 routes within walking distance (2,000 feet) of the project site (Table 3).

City staff have provided patronage statistics for all downtown routes, projected to 1983. The projections include existing patronage as well as projected patronage attributed to other committed development in the downtown area. In Table 3, the p.m. peak hour patronage capacity and load factors are shown for the relevant lines. A number of lines will operate over capacity in 1983. Because capacity (including standing) is based upon 150% of the available seats, any load factor over 1.00 reflects extremely crowded conditions.

BART. BART service to the East Bay has markedly changed with the July 1980 addition of direct service on the Richmond line. Thus, the eastbound p.m. peak hour patronage characteristics

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[1]Transportation Research Board, "Critical Movement Analysis", described in Circular No. 212, January 1980.

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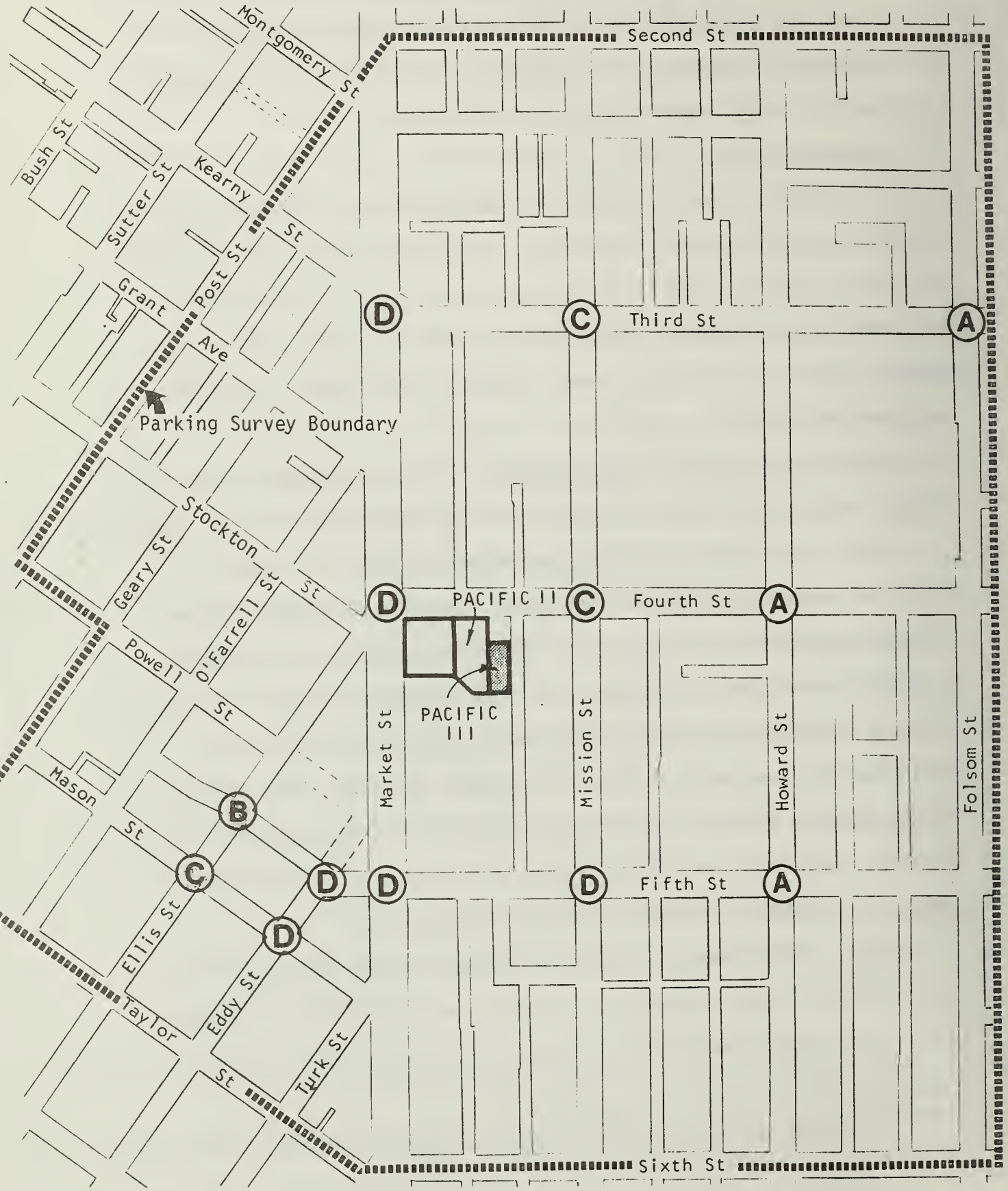
P.M. Peak Hour
EXISTING LEVELS OF SERVICE AT SELECTED INTERSECTIONS

(see Appendix A for definitions of Level of Service)



Sources: 1. DKS Associates
2. Draft EIR, Ramada Hotel, E.E. 80.171.

Figure No. 16

Parking Area Survey Boundary

TABLE 3

PEAK P.M. HOUR CHARACTERISTICS

MUNI LINES WITHIN 2000 FEET OF THE PROJECT SITE[1]

MUNI LINE	1980 Location	1983 PROJECTED CAPACITY	1983 PROJECTED RIDERSHIP	PROJECTED LOAD FACTOR
J	Market/Powell	1235	998	0.81
K	Market/Powell	3900	3901	1.00
N	Market/Powell	2400	2565	1.07
1	Sutter/Post/Market	450	499	1.11
2	Sutter/Post/Market	600	716	1.19
3	Sutter/Post/Market	525	638	1.21
4	Sutter/Post/Market	375	294	0.79
38	Geary/O'Farrell/Market	1125	1236	1.10
38L	Geary/O'Farrell/Market	675	819	1.21
31	Eddy/Market	525	626	1.19
16X	Fifth & Market	750	677	0.90
5	McAllister/Market	1275	1233	0.97
21	Hayes/Market	825	827	1.00
6	Market	675	627	0.92
7	Market	300	410	0.91
66	Fifth & Market	375	232	0.62
71	Fifth & Market	375	474	1.26
72	Fifth & Market	300	346	1.15
8	Market	1125	823	0.73
59	Powell & Market	Cable Car[2]		
60	Powell & Market	Cable Car[2]		
17X	Third/Kearny	375	324	0.86
30	Fourth/Third/Stockton	1425	1336	0.94
42	Second/Third[3]	300	289	0.96
25	Fifth	600	620	1.03
9	Mission	750	663	0.88
12	Mission	525	609	1.16
14	Mission	1275	1521	1.19
14GL	Mission	300	317	1.06
11	Mission	750	844	1.13
30X	Fourth/Third	975	1030	1.06

[1]Three other lines service the project area for which peak hour ridership information is unavailable. They are the 30X (with 11,000 daily patronage), the 26 (with 9,600) and the 41 (with 1,400).

[2]Cable cars are already overloaded. They are primarily tourist oriented and the issue of the impacts of office buildings on cable car ridership is relatively minor.

[3]This line has recently been revised.

Sources: Attachment 3, City of San Francisco, Guidelines for Environmental Evaluation: Transportation Impacts, June 1980. Revised November 1980, based on approved projects.

MUNI Planning Office

have also changed (from 8,000± passengers to 9,200)[1]. Westbound service to Daly City has not been materially changed.

AC Transit.[2] AC Transit currently operates approximately 200 buses outbound from the Transbay Terminal during the p.m. peak hour. Based on a load factor of 1.25 (100% of seat capacity = 1.00, AC policy), and an average of 50 seats per bus, a total capacity of 12,500 passengers is available. With a current peak hour patronage of 9,000 during this peak hour, the overall capacity reserve is 3,500. However, certain peak runs have higher load factors and therefore little excess capacity.

Golden Gate Transit.[3] Golden Gate Transit currently operates 147 buses out of the downtown area during the afternoon peak hour, about 120 buses on the financial district routes and 27 buses on the Civic Center routes. On the average, these buses run at their seating capacity level. Golden Gate Transit policy allows a maximum (crush) capacity of 55 passengers per bus, corresponding to 10 standees, which equates to a capacity of 8,085 peak hour riders. Current peak hour ridership out of downtown is estimated at 6,620 passengers

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[1]John Stamis, BART Planning, telephone conversation, 4 November 1980. 8,000± is estimate of counts prior to service improvement in early 1980.

[2]Gene Gardner, AC Planning Staff, telephone conversation, 20 August 1980.

[3]Based on information contained in the Final Environmental Impact Report for Proposed Pacific Gateway Office Building Project (EE78.61); also telephone conversation with Peter Dyson, Golden Gate Transit, 17 November 1980.

(82% of capacity). On certain peak runs, more than 10 standees may be present.

SamTrans and Southern Pacific.[1] There are currently 12 SamTrans buses leaving the downtown area during the afternoon peak hour. They operate at about 85% of seating capacity (50 per bus), corresponding to peak-hour ridership of about 510 passengers. Assuming a maximum load factor of 1.25, it is estimated that there is a reserve capacity for 240 passengers. Based on the most recent ridership increase, it can be projected that this reserve capacity will be used up by 1982.

The SP commute service has recently (July 1980) been incorporated into an operating agreement between the railroad and the State of California (through CalTrans). Current service provides 11 southbound trains with 9,000 seats total during the p.m. peak hour. The current load factor (1.00 = 1 passenger per seat) is 0.83, or approximately 7,470 passengers.

3. Parking

The locations of the public off-street parking lots within walking distance of the project are shown in Figure 17, page 47. Table 4, page 48 presents the midday occupancy rates and the total supply for each lot.

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[1]SamTrans data based on telephone conversation with Larry Stueck, SamTrans staff, 21 August 1980. Southern Pacific data based on telephone conversation with Cecil Smith, CalTrans staff, 22 August 1980.

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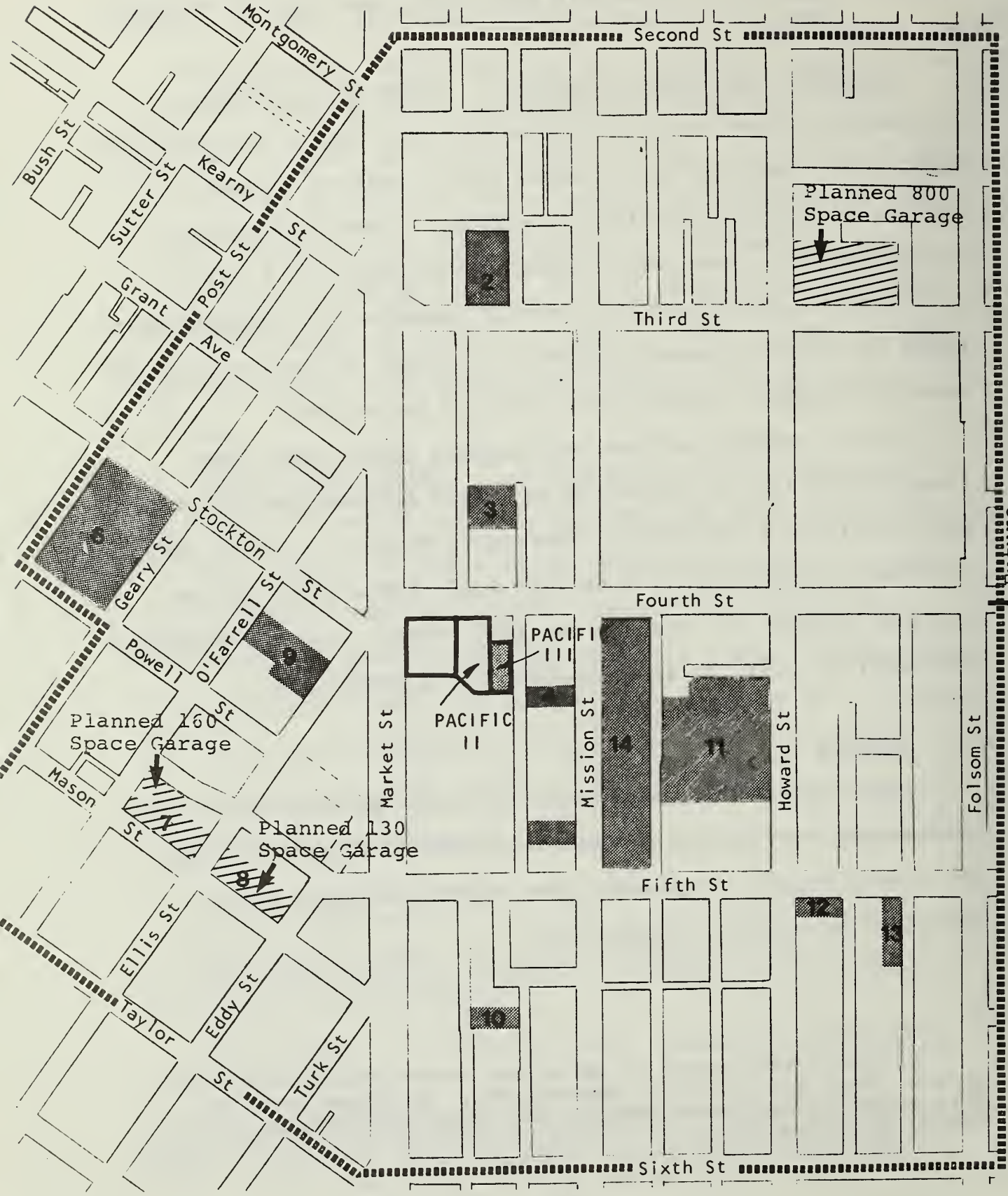
Future
OFF STREET PARKING FACILITIES NEAR APPAREL MART



Numbers key to Table 4, p.48

Figure No. 17

TABLE 4

Off Street Parking - % Occupancy During Peak Accumulation

Site No.*	No. of Spaces	% Occupancy	Site No.*	No. of Spaces	% Occupancy
1	800 (planned)		8**	130	
2	1000	85	9	975	80
3	400	95	10	18	89
4	54	85	11	491	88
5	40	100	12	75	89
6	1100	75	13	175	81
7**	160		14	1800	80
			TOTAL	7,200	86%

*Site numbers keyed to Figure 17, page 47.
**Proposed garages in approved hotel projects (see EE80.171, and EE79.283)

Source: DKS Field Study, August 1980.

Peak occupancy rates at these off-street lots vary from 50 to 100%. The smaller lots (fewer than 150 spaces) tend to experience lower occupancy rates than the larger lots (more than 400 spaces). The larger lots generally have peak occupancies of 80% or more.

Table A-3, Appendix A, page 180 presents the on-street truck and special parking zone supply and occupancies for major streets in the project area.

4. Pedestrian and Bicycle Access

Pedestrian Conditions

Table 5 presents the pedestrian flow regimes which indicate pedestrian comfort as a function of sidewalk width and pedestrian flows.

TABLE 5

Pedestrian Flow Regimes

Flow Regime	Walking Speed Choice	Average Conflicts	Flow Rate (P/F/M)*
Open	Free Selection	None	0.5
Unimpeded	Some Selection	Minor	0.5-2
Impeded	Some Selection	High Indirect Interaction	2-6
Constrained	Some Restriction	Multiple	6-10
Crowded	Restricted	High Probability	10-14
Congested	All Reduced	Frequent	14-18
Jammed	Shuffle Only	Unavoidable	**

* P/F/M - Pedestrians per foot of sidewalk width per minute.
** For Jammed Flow, the attempted flow rate degrades to zero at complete breakdown.

Source: Pushkarev, Boris and Jeffry M. Zupan, Urban Space for Pedestrians, Cambridge, Massachusetts, MIT Press, 1975.

Table 6 presents the 2-way pedestrian flows observed during a typical weekday on the south side of Market Street between Third and Fourth and between Fourth and Fifth and on Fourth Street between Market and Mission Streets. During the lunch period peak, 1-minute flows per foot of sidewalk width of up to 4 persons were observed on Market Street east of Fourth Street, up to 5 persons on Market Street west of Fourth and up to 5 persons on Fourth Street. The p.m. peak hour experienced peak 1-minute flows per foot of sidewalk of up to 5 persons on all three locations. Pedestrian flow is impeded during the peak pedestrian hours and walking speed selection is consequently somewhat restricted.

TABLE 6

Pedestrian Counts and Flow Regimen
Market Street (South Side) East of Fourth Street
Market Street (South side) West of Fourth Street
Fourth Street (West Side) Between Market and Mission Streets

Location	Maximum one minute flow per foot (both Directions	Flow Regimen (see Table 5)
Fourth Street (effective width = 7 feet)		
Noon hour[1]	5	Impeded
P.M. Peak hour[2]	5	Impeded
Market Street West of Fourth (effective width = 17 feet)		
Noon hour[1]	5	Impeded
P.M. Peak hour[2]	5	Impeded
Market Street East of Fourth[3] (effective width = 13 feet)		
Noon hour	4	Impeded
P.M. Peak hour	5	Impeded

[1]DeLeuw Cather, Apparel Mart Report, 1977, projected to 1980; available in DCP file EE.77 164.

[2]Estimate by DKS

Source: DKS Field Study, Monday, 25 August 1980.

Transient problems arise when people bunch up waiting for the traffic signal to change to green, and cross movements then become congested.

Bicycle System

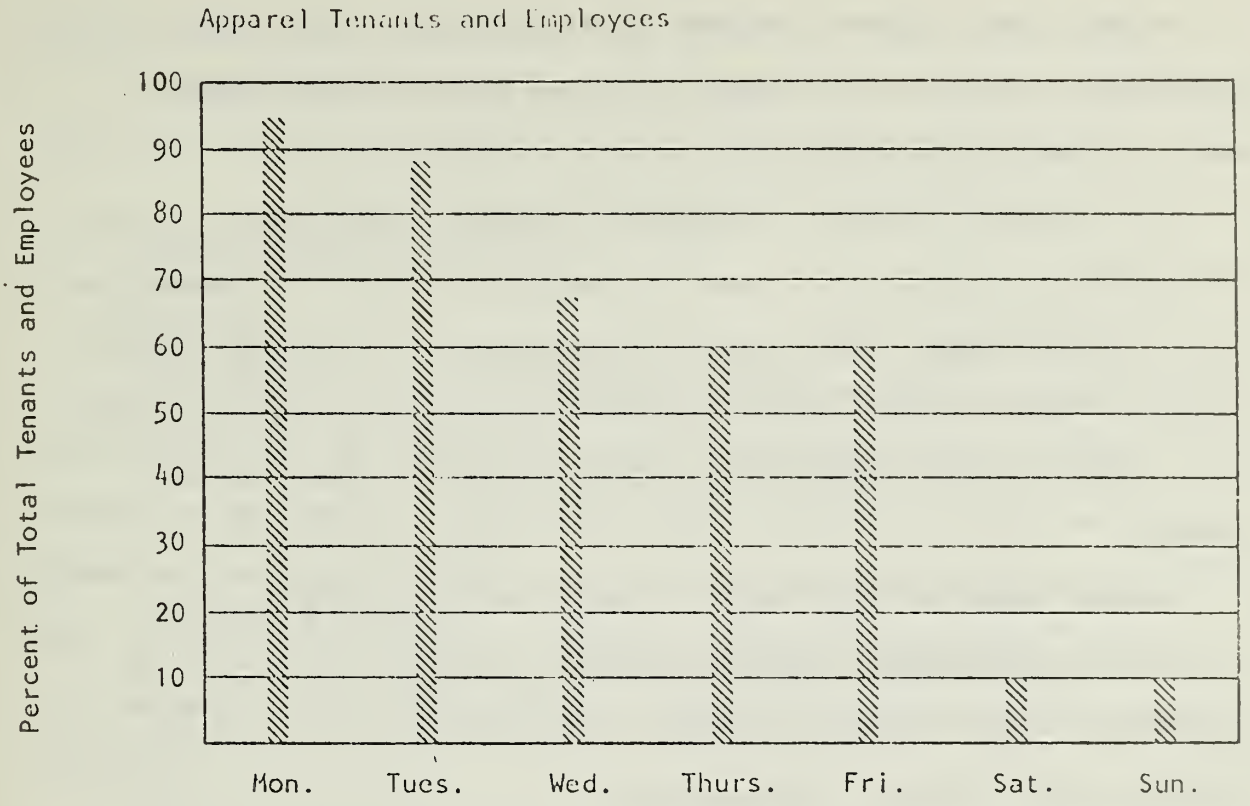
There are no existing bicycle routes in the project area. Howard and Folsom Streets are proposed to be designated by the City as Class III bikeways (i.e., signing only and no bike lanes). Streets that may be designated as bicycle commute routes are Market, Geary, O'Farrell, Third, New Montgomery, Second, Howard and Folsom. These special routes would have no signing or marking but may be designated as commute routes on maps available to cyclists.

5. Travel Behavior of Apparel Mart Users

The travel behavior of Apparel Mart users is unique among that of other developments in the City. The apparel business is seasonal, with peaks at different times of the year depending on the line of clothes carried by an Apparel Mart tenant. The high-activity days at Apparel Mart are typically Mondays and Tuesdays with activity at the Mart lower during the remaining days of the week. Figure 18, page 52, shows the distribution of trips to the building by weekday during a period when sales are average or busy for all tenants.

Up to 410 buyers and visitors come to the Mart on Mondays when all tenants are experiencing busy or average selling periods. Buyers and visitors generally come to the Mart later

DISTRIBUTION OF APPAREL TENANTS, EMPLOYEES, BUYERS AND VISITORS BY DAY OF WEEK: BUSY PERIOD



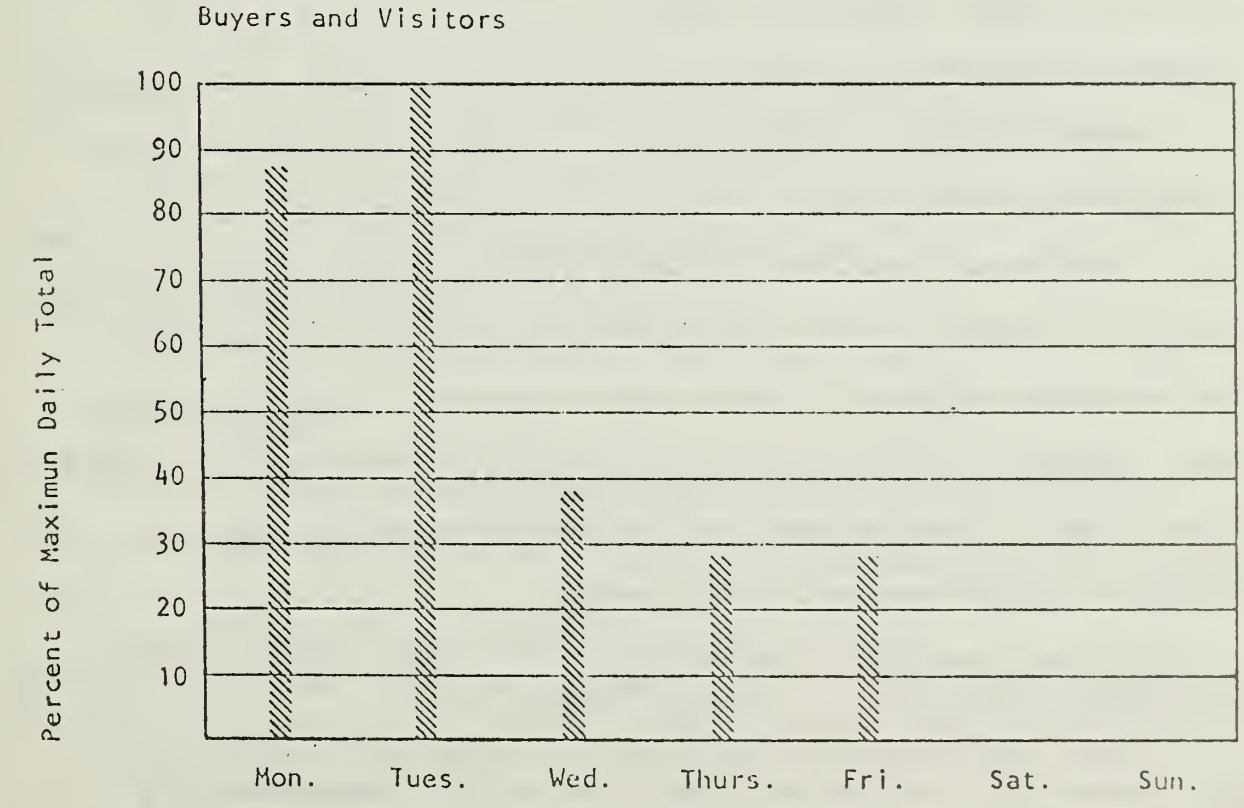


Figure No. 18

in the day than apparel tenants and employees, and leave earlier. When buyers and visitors come and stay through noon, most leave the building for lunch.[1]

The travel behavior of apparel tenants, employees, buyers and visitors is much the same on Tuesdays. The only exception occurs during peak time (about 40 persons) for loading apparel between 5 and 6 p.m. Sales representatives load apparel into their vehicles for trips to retail outlets in their market areas.

Fewer tenants, employees, buyers and visitors come to the Mart on Wednesday through Friday, as shown in Figure 18, page 52. A peak loading/unloading period occurs on Fridays between 9 and 10 a.m. (70 persons).

Market Weeks take place in addition to the regular sales activity. These are times when there are 3 or 4-day shows at locations in the Bay Area where apparel tenants show apparel to interested buyers. Thirteen Market Weeks take place during the year (less than half of these shows are at the apparel mart); they are devoted to persons selling women's apparel, children's apparel and, about 3/5 of that time, to persons selling men's apparel at the 3 Bay Area men's apparel shows. Shows usually run from Saturday or Sunday to Tuesday or Wednesday. About 2 to 3 times as many buyers attend shows as come to the Mart on busy Mondays and Tuesdays.

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[1]When the Pacific II Building is completed, this pattern may change as 2 restaurants would be added: approximately 300 seat capacity on the ground floor and 50-100 seat capacity on the 13th floor.

It was estimated that about 900 customers a day come to the ground floor retail establishments in Pacific I.[1] Virtually all these customers arrive via transit or on foot.

D. CLIMATE AND AIR QUALITY

1. Climate

The climate of San Francisco is dominated by breezes characteristic of marine climates. Because of this steady stream of marine air, there are few extremes of heat and cold. Temperatures exceed 90°F on an average of once a year and drop below freezing on an average of less than once a year. The warmest month is September, with an average daily maximum of 68°F.

Winds in San Francisco are generally from a westerly direction and are persistent from May to August. However, during the rainy season (October to April) the strongest winds flow from the south as well as from the west and northwest.

Sidewalk areas along Jessie Street are currently (September 1980) in sun at midday in spring, summer and fall. All of Jessie Street is shaded in the winter.

2. Air Quality

San Francisco's persistent summer winds and its upwind position with respect to major pollutant sources give it possibly

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[1]Ohio Section, ITE, "Trip Generation Study Provides Useful Preliminary Data," Traffic Engineering, Vol. 44, No. 6, March 1974, p. 30.

the cleanest air in the Bay Area. Despite these advantages there are periods, most often in fall and winter, when the air becomes stagnant. At these times the entire Bay Area has poor air quality.

The prevailing wind pattern in the Bay Area results in a deterioration of air quality east and south of San Francisco. Table 7, page 56, shows that areas downwind of San Francisco have more severe air quality problems. The main San Francisco monitoring site is at the Bay Area Air Quality Management District's offices at 939 Ellis Street, about 1 mile west of the project site.

The San Francisco data in Table 7 are representative of the project site except for carbon monoxide and lead which are strongly influenced by local traffic levels.

The primary source of lead and carbon monoxide in the Bay Area is automobile exhaust. In the past, measured levels have exceeded the state and federal standards for lead in much of the Bay Area. As use of lead-free gasoline has increased, however, atmospheric concentrations have decreased. In 1979, one violation of the state lead standard was recorded in San Jose. No violations of either the state or federal standards were recorded in the other 11 lead monitoring sites in the Bay Area, including San Francisco.

While San Francisco's air quality is better than that of most locations in the Bay Area, Table 7 shows that state and federal standards are not met in the Bay Area. This has

TABLE 7

Number of Days Selected Pollutants Exceeded State or Federal Standards, 1979[1]

Monitoring Site	Ozone[2]	Nitrogen Dioxide	Carbon Monoxide	Suspended Particulates	Sulfur Dioxide
San Francisco (Ellis Street)	0.0	0	2	1	0
Redwood City	0.7	0	0	1	0
San Jose	6.4	0	17	10	0
San Rafael	0.7	0	1	1	0
Fremont	4.0	0	0	4	0
Livermore	2.7	0	0	–	0

Source: Bay Area Air Quality Management District, Air Currents, Vol. 23, No. 4, March 1980.

[1]The State standards are specific concentrations and durations of air pollutants that reflect the relationship between concentration and undesirable effects. They are target values, and no timetable exists for their attainment. The Federal primary standards represent levels of air quality necessary for protection of public health, with an adequate margin of safety. The provisions of the Clean Air Act as amended require that by December 31, 1987 the Federal standards should not be exceeded more than once per year.

[2]In early 1979 the U.S. Environmental Protection Agency adopted a new oxidant standard. The previous standard of 0.08 parts per million for all oxidizing substances was replaced by a standard of 0.12 parts per million for ozone alone, the most prevalent oxidant. The new Federal standard is based on a 3-year average, known as the Expected Annual Exceedance (EAE). An EAE of 1.0 is considered as compliance with the standard.

Table 7a

Federal and California Air Quality Standards

Pollutant	Averaging Time	Federal Standards Primary	Federal Standards Secondary	California Standards
Suspended particulates	Annual geometric mean	75 ug/m^3	60 ug/m^3	60 ug/m^3
	24 hours*	260 ug/m^3	150 ug/m^3	100 ug/m^3
Carbon monoxide	12-hour	---	---	11 mg/m^3
	8-hour*	10 mg/m^3	10 mg/m^3	---
	1-hour*	40 mg/m^3	40 mg/m^3	46 mg/m^3
Ozone**	1-hour*	240 ug/m^3	240 ug/m^3	200 ug/m^3
Nitrogen dioxide	1-hour	---	---	470 ug/m^3
	Annual average	100 ug/m^3	100 ug/m^3	100 ug/m^3
Non-methane hydrocarbons	3-hour* (6-9a.m.)	160 ug/m^3	160 ug/m^3	---
Sulfur dioxide	24-hour*	565 ug/m^3	---	131 ug/m^3
Lead	1 month	---	---	1.5 ug/m^3
	3 months	1.5 ug/m^3	1.5 ug/m^3	---

Source: "California Air Quality Summary Report Vol. IX, 1980" California Resources Board

*Not to be exceeded more than once per year

**In February 1979 the Federal standard for oxidant was changed from 160 ug/m^3 (0.08 ppm) for all oxidants to 240 ug/m^3 (0.12 ppm) for ozone only.

ug/m^3 = micrograms per cubic meter
mg/m^3 = milligrams per cubic meter

resulted in development of an Air Quality Plan for the Bay Area, as part of the Environmental Management Plan (EMP) prepared by the Association of Bay Area Governments (ABAG) and other governmental agencies.[1]

The 1979 Air Quality Plan contains a strategy for long-term attainment and maintenance of air quality standards. The plan includes measures to reduce emissions from stationary sources and automobiles, and proposed transportation measures designed to reduce automobile emissions. The air pollutants addressed in the Plan are photochemical oxidants, carbon monoxide, and suspended particulates.

E. NOISE

The daytime noise environment at the proposed project site is currently (September, 1980) dominated by construction equipment used in the construction of Phase II and located on the site. During lunch break and before and after construction in the morning and evening, the noise environment is defined by traffic on adjacent streets. To quantify the noise environment in the study area, noise measurements were made on Monday, 15 September 1980 between 12 noon and 1:30 p.m. at two locations shown on Figure 19, page 58.

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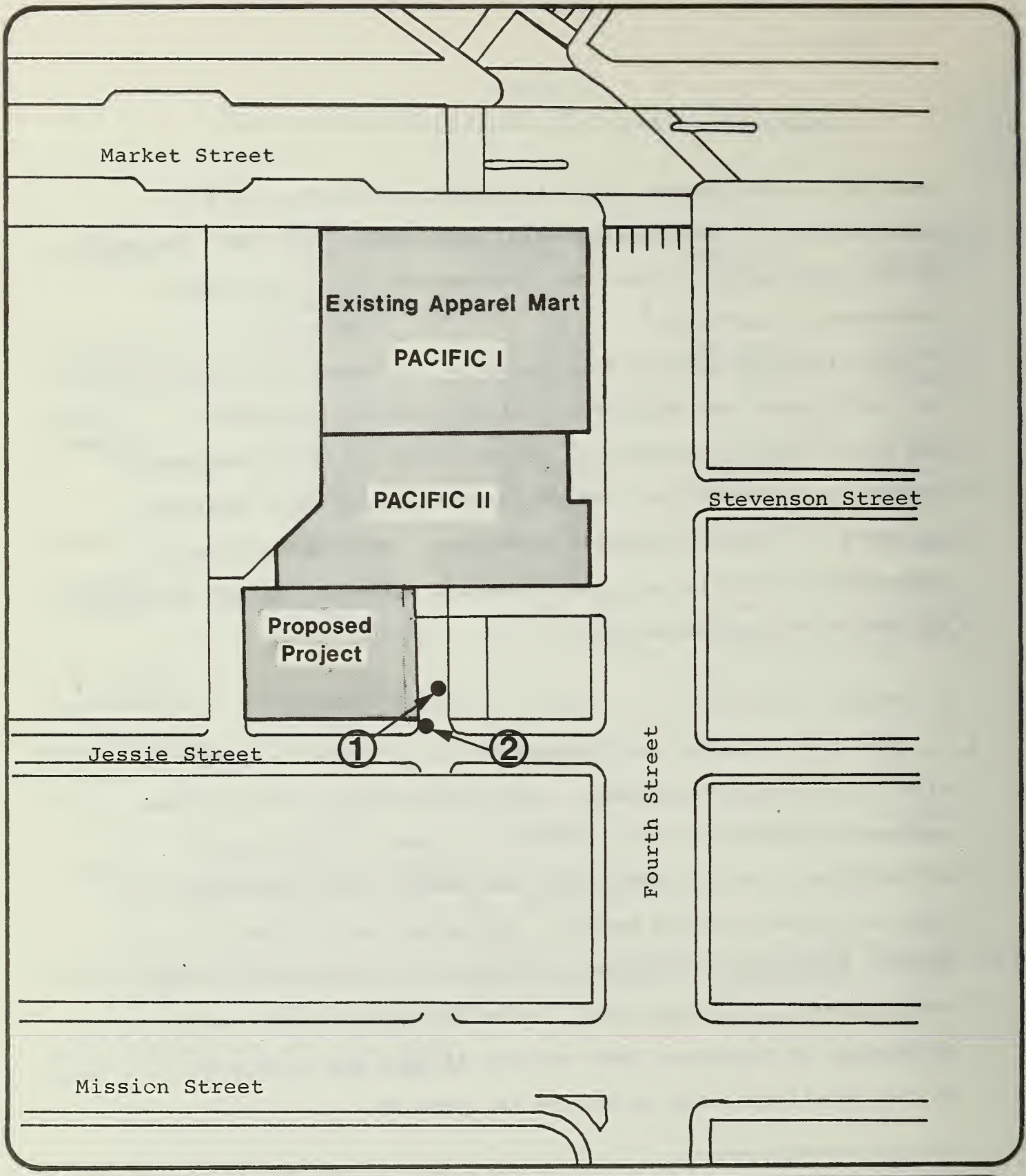
[1]Association of Bay Area Governments, 1979 Bay Area Air Quality Plan, January 1979.



Noise Measurement Locations

North

0 25 50 100

Scale Feet

Figure No. 19

Measurement position 1 was located 65 feet north of the centerline of Jessie Street at the east boundary of the site. The first measurement was made at lunchtime when the construction site was relatively quiet. Traffic on Market and Jessie Streets generated the primary noise sources. The hum of a diesel generator could be heard along with the intermittent release of pressurized air from the construction site. The noise of talking and laughter was heard during this measurement. The Leq was 59 dBA.*

Construction equipment was operating during the second measurement at this location. Cement pumping equipment generated maximums of about 81 dBA. A materials hoist generated sound levels of up to 83 dBA. During this measurement the Leq increased to 79 dBA. Traffic noise levels on Jessie and Market Streets were masked by construction noise.

Position 2 was located about 15 feet north of the centerline of Jessie Street near the eastern boundary of the project site. During this measurement, construction equipment was operating. Traffic on Jessie Street was not a significant contributor to the noise environment because it was masked by construction noise. The Leq was 73 dB between 1:15 and 1:30 p.m. The data are summarized below.

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*Persons unfamiliar with the terminology of environmental acoustics are referred to Appendix C, page 187. See also footnote, Table 8, page 60.

TABLE 8

Summary of 15-Minute Noise Measurements
15 September 1980

Site	Time	L_{eq}*	L_1**	L_{10}	L_{50}	L_{90}	L_{99}	Comments
1	12:18 pm	59	64	61	59	57	57	Traffic
1	12:45 pm	79	84	81	80	71	68	Construction
2	1:15 pm	73	77	74	72	71	71	Construction

*L_{eq} is the steady-state level which would generate the same acoustic energy as the time-varying environmental noise.

**L_x is the sound level exceeded x % of the time during the measurements.

F. ECONOMIC AND FISCAL

The proposed project site is owned by the 821 Market Street Associates and is proposed for development by a joint partnership of the Rede Investment Corporation and the Daon Corporation. At present, the entire site has been excavated and the foundation and 2 underground levels have been constructed. No commercial activity exists on the site and no employment is available.

The 1979-1980 assessed value of the proposed project site (Assessor's Block 3705, portions of Lot 3) was approximately $500,000 ($115,000 in land, $385,000 in improvements e.g., the foundation, loading docks and underground 2 levels). At

the 1979-1980 composite tax rate of $4.97 per $100 of assessed value, the site generated about $24,900 during the fiscal year.[1] This is distributed to: the City and County of San Francisco (84.8%, about $21,100); the San Francisco Unified School and Community College District (8%, about $2,000); BART (7%, about $1,700 for bond payments only); and the Bay Area Pollution Control District (0.2%, about $50).

The City and County of San Francisco currently incurs some cost to provide services to the site such as fire and police protection, street lighting and cleaning, and street and storm maintenance. It is not possible to quantify San Francisco services to the site because the City does not have a method by which to estimate the cost of public services attributable to commercial development on either a per-acre or a per-employee basis.

1. The Apparel Industry in San Francisco

Approximately 1,000 firms and an estimated 26,500 employees and self-employed individuals make up the San Francisco apparel and fashion industries.

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[1]Of the total tax, $20,000 represents the maximum allowable under Proposition 13 per general government expenditures ($4.00 per $100 assessed valuation), and $4,900 was levied to finance bond obligations previously approved by the general electorate ($0.97 per $100 assessed valuation).

San Francisco and the Bay Area counties of Alameda, Contra Costa, Marin, San Mateo, Santa Clara and Sonoma constitute one of the major areas in the USA for apparel and fashion.

Five groups (six, if sewing contractors are counted separately) compose the apparel industries: manufacturers, contractors, department stores, apparel stores, and wholesalers (including the Apparel Mart). Manufacturers are the core groups although they employ fewer than half the people who manufacture clothing.

From the standpoint of state and federal statistics, contractors are a sub-group of manufacturers who primarily do sewing work or labor services for other manufacturers. Although contractors collectively employ more than half of the apparel manufacturing work force, they do not create styles, make whole garments, or deal with retailers or the public. Apparel is currently the City's second largest manufacturing activity (after printing and publishing) and constitutes one area of strong competitive advantage.[1]

Retailers are divided into two classifications: department stores (which are the largest proportion of "general merchandise") and apparel and accessory stores (which include shoe stores).

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[1]City and County of San Francisco, Department of City Planning, Commerce and Industry Report, Policies and Objectives, A Proposal for Citizens' Review, 1977, page 5.

Importers may be considered a separate group. Importing is a distinct function in the apparel field; importers, as such, are not readily identifiable nor are they reported in standard industry statistics.

Serving these apparel industries are designers, machinery suppliers and repairmen, textile and binding suppliers, financing agents, schools for personnel training and various other services. These are not counted in the statistics for the apparel and fashion industries.

The manufacturing component of the apparel industry employs about 14,000 persons of the total of 26,500 and is about 85% concentrated in San Francisco.[1] Table 9, page 64, shows the estimated data on apparel manufacturing for January, 1980. The number of establishments, employees and average size of firm are given for the nation, California, the Bay Area and San Francisco. The Table indicates the percentage relationships among employment levels measured for the different areas. California has 8% of the nation's employment; the Bay Area and San Francisco have 1.1% and 0.9% respectively. As shown in Table 10, page 64, apparel manufacturing grew by 2,700 jobs between 1970 and 1978, a growth of 33% in eight years. Table 11, page 65, shows the distribution and trends in growth

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[1]Leonard Joseph, Executive Director of the San Francisco Fashion Industries, Apparel Industries of the San Francisco Bay Area, Economic Study, prepared by Bob Edmonds, economist, 1980.

TABLE 9

Estimated Number of Establishments, Employees, and Average Size in Apparel Manufacturing

January 1980

	ESTABLISHMENTS		EMPLOYEES		
	Number	Percent	Number	Percent	Average Size
U.S. Total	21,000	100.0	1,310,000	100.0	62.4
California	3,700	17.6	105,000	8.0	28.4
Bay Area	510	2.4	14,000	1.1	27.5
San Fran.	320	1.5	11,700	0.9	36.6

Note: Bay Area includes San Francisco plus the counties of Alameda, Contra Costa, Marin, San Mateo, Santa Clara and Sonoma.

Sources: U.S. Department of Labor, Bureau of Labor Statistics.
California Economic Development Department (EDD)
Report #524 Annual Planning Information

TABLE 10

Comparison of Manufacturing Firms and Employment, Apparel and Non-Apparel Classifications

San Francisco, 1970-1978

	1970		1978		Change 1970-78	
	Firms	Employees	Firms	Employees	Employees	Percent
All Manufacturing	1,455	53,840	1,431	47,900	-5,940	-11.0
Apparel	253	8,200	320	10,900	2,700	32.9
Non-Apparel	1,202	45,640	1,111	37,000	-8,640	-18.9

Note: Number of reporting units not available for 1978; data shown are for firms only for 1977.

Source: California Employment Development Department
Annual Planning Information Report, San Francisco City and County 1979-1980

TABLE 11

Distribution and Trends in Apparel Manufacturing Employment,
Bay Area Counties

1970 and 1978

County	NUMBER OF EMPLOYEES 1970	1978	Increase	PERCENTAGE DISTRIBUTION 1978 Empl.	70-78 Incr.
San Francisco	8,200	10,900	2,700	78.4	64.3
Alameda	900	2,000	1,100	14.4	26.2
Santa Clara	600	1,000(E)	400	7.2	9.5

Note: EDD does not report employment in other counties for Standard Industry Code (SIC) 23, which is apparel manufacturing. County Business Patterns shows 200-300 employees total for Contra Costa, Marin, San Mateo and Sonoma.

(E) is estimate; reported data are not disclosed.

Source: California Economic Development Department (EDD). Annual Planning Information Report, San Francisco City and County 1979-1980

TABLE 12

Trends in Private Wage and Salary Employment,
All Industries and Apparel-Related Industries

San Francisco, 1970-1978

SIC CODES	INDUSTRY CLASSIFICATION	EMPLOYMENT 1970	1978	CHANGE EMPLOYMENT	PERCENT
All Private Industries		373,700	430,900	57,200	15.3
23	Apparel Mfg.	8,200	10,900	2,700	32.9
531	Dept. Stores	7,440	7,000 (E)	440	-5.9
56	Apprl. & Accessory Stores	7,440	7,500	60	0.8
Total Apparel Industries		23,080	25,400	2,320	10.1

Source: California Economic Development Department. Annual planning Information Report, San Francisco City and County 1979-1980

in apparel manufacturing employment in the counties of San Francisco, Alameda and Santa Clara.

In the face of declining industrial employment in San Francisco and declining national apparel employment, this performance in the Bay Area has resulted from strong, fundamental growth factors: increased population (outside of San Francisco), income increase, and availability of foreign workers (whose lack of English language skills leaves them unprepared for some other types of jobs).

Table 12, page 65, presents data for 1970 and 1978 showing the growth of the 3 main apparel-related industry classifications in San Francisco. (Wholesaling apparel employment is not separately available from the source of this table.) The data of Table 12 show that manufacturing has been the outstanding growth element of the broad apparel-related picture. Department stores showed a gradual drop in employment and apparel and accessory stores showed an increase of less than 1%. In total employment, however, the department and apparel stores are half again larger than manufacturing.

Table 13, page 67, presents the distribution of population, retail sales and apparel manufacturing employment in the San Francisco Bay Area and adjacent areas. Total retail sales are used as a gauge of purchasing power for apparel. The Table shows that apparel manufacturing employment in the Bay Area is under-represented in comparison with purchasing power and population. The figures indicate that there is room for further growth.

TABLE 13

Percentage Distribution of Population, Retail Sales and Apparel Manufacturing Employment

San Francisco Bay Area and Adjacent Areas, 1978

AREA	POPULATION	RETAIL SALES	APPAREL MFG. EMPL.
United States	100.0	100.0	100.0
Western States	17.9	18.9	10.4
Pacific States	13.4	14.7	9.1
California	10.2	11.2	8.0
San Francisco Bay Area	2.2	2.4	1.1

Notes: Pacific States include Alaska, California, Hawaii, Oregon and Washington. Western States include the above plus Arizona, Colorado, Idaho, Montana, Nevada, Utah, and Wyoming.

Sources: Survey of Consumer Buying Power, 1979; Sales and Merchandising Management Magazine, for Population and Retail Sales.

County Business Patterns, 1978; U.S. Department of Commerce, for Apparel Manufacturing Employment.

The Apparel Trade Mart

The Apparel Trade Mart is the basis for regional style leadership and for greater participation in the national markets.[1] Approximately 350-400 self-employed individuals work in or near the Apparel Mart. As manufacturers' representatives, they do not stock goods and therefore are not wholesalers in the traditional sense nor are they counted as employees in employment statistics.

The Apparel Mart was established 20 years ago in a building (Pacific I) that is now 70 years old. It presently houses 370 tenants in approximately 138,200 square feet of office/showroom-office space (the gross square footage is 254,453). It contains women's, men's and children's lines and representatives. The building is undergoing extensive remodeling for its present purposes and houses few tenants not related to the apparel industries. A second building, Pacific II, is currently under construction and is due for completion in mid-1981. It will contain 166,000 net leasable square feet, (275,465 gross square feet). In addition, 2 special areas are part of the building: a market hall for trade shows, and a fashion hall - a multi-use three story space intended for luncheons and dinners accompanying fashion shows and other style-related events. Completion of this building should broaden representation for 2,000 manufacturer

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[1]See Appendix E for the distinction between the Trade Center and Trade Mart.

of goods to about 3,500. The number of individuals should increase to at least 500, some of whom will move from other present locations within San Francisco. The expanded mart is an additional sales outlet for small manufacturers who would otherwise lack the strength to attract many of the store buyers.

Major elements in apparel merchandising are the trade shows put on by various sales organizations for clothing buyers from thousands of regional stores. At the present time, there are five major shows held annually in the San Francisco area plus several minor ones. Lack of show space, however, requires that half these shows take place outside of San Francisco. With the completion of the Mart (Pacific II), it will be possible for all of these shows to be held in San Francisco. Attendance at each show is estimated at from 3,000 to 7,000 persons, including out-of-town exhibitors. Roughly 20,000 persons visit San Francisco each year on business dealings with apparel industries.[1]

It is also estimated that each such business visitor stays three days and spends $150.00 per day on the average.[2] These figures show that the apparel industries attract an estimate of $9.0 million in business each year to the area in tourist and convention business.

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[1]Mayor's Economic Development Counsel, Apparel Industry Brief--National and Local Trends, July 1979.

[2]Leonard Joseph, Executive Director, San Francisco Fashion Industries, Apparel Industries of the San Francisco Bay Area, prepared by Bob Edmonds, economist, 1980.

G. COMMUNITY SERVICES AND PUBLIC UTILITIES

1. Police

The closest police station to the project site is the Southern Station at 850 Bryant Street, staffed by 75 sworn officers.[1] The project site is routinely patrolled from police squad cars along Market and Fourth Streets. No foot patrols pass the site.

In the immediate vicinity of the site a total of 18 reported traffic accidents occurred during 1979. Half of these were at the Fourth and Mission Street intersection, 4 were at the Fourth and Market intersection and the remainder occurred along Fourth Street between the two intersections.

In 1979, 1,380 incidents were reported in Crime Reporting Area 606, defined as being bounded by Market Street to the north, Fourth Street to the east, Howard Street to the south and Sixth Street to the west.[2] This represents the second highest number of incidents among the Southern District's 21 Reporting Areas.

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[1]James P. Shannon, Deputy Chief of Police Administration, San Francisco Police Department, telephone conversation, 8 September 1980.

[2]San Francisco Police Department, Major Crime Reports, January - December 1979.

2. Fire

Fire Service is provided to the site by the San Francisco Fire Department. Three fire stations are located within a 4-minute response time from the project site:[1]

- Station 1; 1 block to the west of the project site at 416 Jessie Street (less than 3 minutes response time)
- Station 8, at Fourth and Bluxome Streets (3 to 4 minutes response time)
- Station 35, temporarily located at Pier 22½ (3 to 4 minutes response time)

A 6-inch water main located along Jessie Street would be used to provide water for fire systems in the proposed building. A high pressure hydrant is located opposite the project site on Fourth Street, and other low-and high-pressure hydrants are located on all blocks surrounding the project site.[2]

3. Water

The project area receives water from the 141-million gallon capacity University Mound Reservoir, located north of McLaren Park. When the foundation of the proposed structure was built, connections for water service were completed. A 6-inch fire service line and a 4-inch domestic service line were connected to an 8-inch main in Jessie Street. This connection was intended to serve both the Pacific II and Pacific III buildings.[3]

[1]Robert Rose, Chief, Division of Planning and Research, San Francisco Fire Department, telephone conversation 4 September 1980.

[2]Robert Rose, Chief, interview 5 September 1980.

[3]J.E. Kenck, manager, San Francisco Water Department City Distribution Division, letter 8 December 1980.

4. Sewer

The proposed project site would be served by existing 3-foot by 5-foot brick mains along Fourth and Jessie Streets.

Sewage from the project would be treated at the North Point Water Pollution Control Plant, one of San Francisco's 3 sewage treatment plants. The plant is not designed to handle storm flows from rainfall in excess of approximately 0.02 inches per hour. Excess storm flows bypass the plant and sewage is discharged directly into San Francisco Bay. Projects to reduce overflows are currently under design and construction.[1] The North Point Plant currently processes on dry weather days approximately 55 million gallons per day (mgd) of sewage.[2]

5. Solid Waste[3]

Domestic solid waste collection service is provided by the Golden Gate Disposal Company. Wastes are taken to a transfer station north of Brisbane and then transported to a landfill

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[1]Nathan Lee, Engineer Associate, Division of Sanitary Engineering, San Francisco Department of Public Works, telephone conversation, 10 September 1980.

[2]Rowland Chin, Superintendent, North Point Water Pollution Control Plant, telephone conversation, 16 September 1980.

[3]Fiore Garbarino, Office Manager, Golden Gate Disposal Company, telephone conversation, 3 September 1980.

site at the Mountain View Shoreline Regional Park. The transfer company has contracted to use this landfill site through 1983.

6. Telephone Services

Pacific Telephone and Telegraph Company (PT&T), which provides telephone service in the area, is working with the project sponsor to provide service to the Pacific II building currently (September 1980) under construction. Service would be provided from a manhole on Fourth Street.[1]

H. HISTORICAL AND CULTURAL RESOURCES

The project site is close to 2 buildings that contribute to San Francisco's historical and architectural heritage, although they differ from each other. These 2 buildings are the Victorian Hotel and the Pacific I Apparel Mart.

The Victorian Hotel is a rare survivor of the group of downtown hotels built for the 1915 Pan-Pacific World Exposition. The Keystone Hotel, as it was then called, was built in 1915 by the Keystone Corporation, which also produced the "Keystone Cop" movies. Because Thomas A. Edison was a member of the Board of Directors, the hotel was the first in San Francisco

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[1]G.F. Parish, Engineering Manager, PT&T, Letter to John F. Ungar, Comsol Communications, communications consultants to the project, 17 March 1978.

to be completely electrified. The hotel plan reflects the nature of its early family-oriented clientele. The front section of the building held the family living rooms; the back section held the servants' quarters and a back service stair. These two sections had connecting baths. The hotel also housed dining rooms, a ballroom and a well-appointed lobby. The exterior of the hotel is largely unaltered. Exterior modifications appear in the hotel's signs and on the marquee. The current owners are removing some interior partitions as part of their restoration and refurnishing plans for the building.

Architecturally, the 8-story building of brick-faced, steel-frame construction reflects the fashionable style for low-rise commercial and residential structures in San Francisco during the period following the 1906 earthquake and fire until World War I. Characteristic traits of this building style include stacked bay windows, Classical detail and ornate cornices. Although the Fourth Street facade is the principal one, the Jessie Street elevation is notable for its well-integrated design of fire escapes.

The combination of materials, particularly the use of marble and brick on the ground and upper floors, gives the building a richness often lacking in other structures of this style. The lobby is also enriched with a coffered (recessed-panel) ceiling and other decorative detail work.

The former Pacific Building (Pacific I) of 1907, designed by C.F. Whittlesey, was allegedly the largest reinforced concrete office structure in the world at the time of its construction. Whittlesey was a prominent San Francisco architect who also built the West Bank Building across Market Street at the intersection of Ellis and Stockton Streets.

The building is divided into a base section with commercial space and an upper floor office section with the bays treated as vertically elongated arches. Corner tower elements are distinguishing features. The elaborate cornice was removed because it was considered a seismic hazard under the parapet ordinance. The color scheme of red and brown tile with cream colored terra cotta trim was intended by the architect to offset the general foggy gray climate of the City. The building has an inner court. Despite the removal of its cornice, it is regarded as an architecturally historic building in the Market Street retail area.[1]

A record search conducted by the Central Coast County Regional Office of the California Archaeological Site Survey indicates that there are no recorded archaeological sites on the project site.[2]

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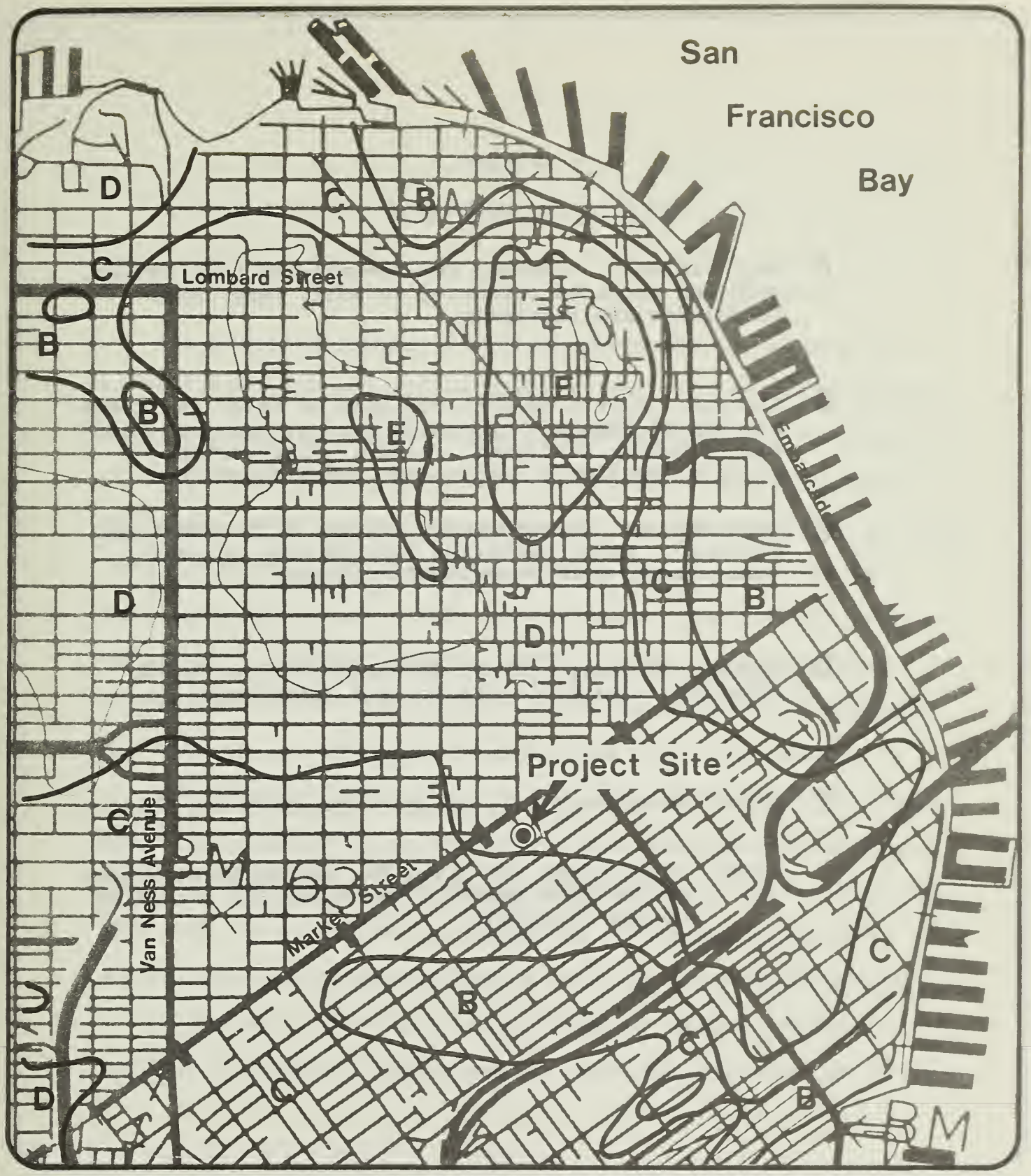
[1]Charles Hall Page & Associates, Inc., Splendid Survivors, San Francisco's Downtown Architectural Heritage, text by Michael R. Corbett, prepared for the Foundation for San Francisco's Architectural Heritage, San Francisco, California, 1979.

[2]J.M. Cooper, Regional Office, California Archaeological Site Survey, letter dated 24 September 1980.

I. GEOLOGY, SOILS AND SEISMICITY

The project site is approximately 28 feet above sea level. The area is underlain by Dune sand to a depth of 80 feet, with a 10 foot thick layer of Bay Mud 50 feet down. Below Dune deposits lie over 20 feet of Colma Formation sand, which is underlain by approximately 50 feet each of clay and sand surficial deposits. Franciscan bedrock underlies the sand approximately 200 feet below the surface.

No known active faults cross the project site, located on Zone D in Figure 20, page 77. However, strong ground motion would result from a large earthquake generated by movement along any of the major fault zones in the San Francisco Bay Area. The San Andreas fault zone is approximately 9 miles southwest of the site; the Hayward and Calaveras fault zones are approximately 15 and 30 miles to the east, respectively.



Estimated Intensity of Future Ground Shaking

(Refer to Legend, Figure 20b)

North

0 1,000 2,000 4,000

Scale Feet

Source: San Francisco Seismic Safety Investigation, John A. Blume & Associates, June, 1974

Figure No. 20a

A Very violent. Cracking and shearing of rock masses. Deep and extended fissuring in soil, many large landslides and rockfalls.

B Violent. Fairly general collapse of brick and frame structures when not unusually strong. Serious cracking of better buildings. Lateral displacement of streets, bending of rails and ground fissuring.

C Very strong. Masonry badly cracked with occasional collapse. Frame buildings lurched when on weak underpinning with occasional collapse.

D Strong. General but not universal fall of brick chimneys. Cracks in masonry and brick work.

E Weak. Occasional fall of brick chimneys and plaster.

NOTE: Intensities are given for earthquakes similar to the 1906 event in magnitude and proximity to San Francisco.

Legend:

Estimated Intensity of Future Ground Shaking

Figure No. 20b

CHAPTER IV

ENVIRONMENTAL IMPACTS

A. LAND USE

The proposed project would add about 265,600 square feet of leasable showroom/office space to the San Francisco Apparel Mart Complex.[1] It would complete the expansion and consolidation of the facilities provided by the renovation of the Pacific I Building, which supports a cluster of wholesale apparel activity; retail street-level commercial establishments; and the new Pacific II structure. This new structure (Pacific II), in addition to leasable showroom/office space, would contain a market hall for trade shows and a fashion hall for lunches and dinners accompanying fashion shows and other events.

The physical constraints of the existing facilities, which limit the numbers of accessible vendors and merchandise lines, would be overcome by the construction of Pacific II and Pacific III, thereby providing for expansion of the San Francisco market and enhancing competition with the Los Angeles market.

Ultimately, space for 530 additional apparel-industry-related tenants and employment for 600-700 people would be

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[1]An apparel mart is a facility where buyers for retail outlets purchase apparel and related merchandise from wholesale distributors and manufacturer's representatives. A mart serves a predominantly regional market having a 300 to 500 mile radius. In the case of the San Francisco Apparel Mart the market extends beyond northern California into Oregon and south within the Central Valley to Bakersfield.

created in Pacific III. The project would cumulatively contribute to new and proposed development occurring on the fringe of the downtown retail district and in the surrounding area, including the Yerba Buena Redevelopment Area containing a convention center, office, housing, institutional and industrial space, the 595 Market Street and 1 Montgomery Street office projects, the Lincoln Building and the proposed Hilton, Ramada and Holiday Inn hotels (see Sections III.C. Transportation, page 37 and IV.J. Growth Inducements, page 139). These land use, employment and cumulative growth impacts associated with the project relate to relevant objectives and policies of the proposed Commerce and Industry Element of the Comprehensive Plan of San Francisco.

"General Objective 2: Maintain and enhance a sound and diverse economic base and fiscal structure to the city. . . .

"Policy 1: Seek to retain existing commercial and industrial activity[1] and attract new such activity to the City."

The proposed project would result in the expansion of the apparel industry within San Francisco. It is expected to stimulate growth in manufacturing employment and support activities by firms which supply materials and provide services to apparel operations.

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[1]San Francisco Department of City Planning, Commerce and Industry Plan, Adopted by the City Planning Commission, Resolution 8001 29 June 1978, p. 2.

"General Objective 3: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged. . . .

"Policy 1: Promote the attraction, retention and expansion of commercial and industrial firms which provide employment opportunities for skilled and semi-skilled workers".[1]

The 600-700 positions created by the final expansion phase of the San Francisco Apparel Mart would expand employment opportunities for persons of "middle level" and blue collar skills. As a secondary impact, expansion of the San Francisco Apparel market may create additional employment for designers, machinery suppliers, repair persons, textile and bindings suppliers, financing agents, schools for personnel training and various other services. It is not known what percentage of this employment would be taken by San Francisco residents.

"Specific Objective 5: Improve downtown San Francisco's position as a prime regional location for specialized retail trade . . . .

"Policy 2: Support the continued strengths of high quality, specialty retail shopping facilities in the retail core".[2]

The proposed project would allow the continued interaction between the wholesale clothing trade, located in the Apparel

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[1]San Francisco Department of City Planning, Commerce and Industry Plan, A Proposal for Citizen Review, Adopted by City Planning Commission, Resolution 8001, 29 June 1978 p. 2.

[2]Ibid, p. 2.

Mart, and retail clothing stores within the City's central business district. The function of the Mart is enhanced by its proximity to Union Square stores, to the Emporium and to the Yerba Buena Redevelopment area.

"Specific Objective 1: Improve the viability of existing industry in the City and the City as a location for new industry.[1]

"Policy 2: Promote and attract those economic activities with potential benefit to the City."[2]

The project would facilitate expansion of the City's apparel industry and is expected to provide a net increase in City revenues. (See Section IV.F. Economics, page 123).

B. VISUAL QUALITY AND URBAN DESIGN

The proposed structure would have continuous horizontal connnections to the south wall of the Pacific II Building. The major entry would be at the southwest corner of the Pacific II building leading down to a market/exhibition hall. The proposed project would be positioned on the west side of a 3-story warehouse that is adjacent to the Victorian Hotel. The proposed structure would contain 30 floors, rise 376 feet in height, measure 131 feet on the side facing Jessie Street

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[1]San Francisco Department of City Planning, Commerce and Industry Plan, A Proposal for Citizen Review, adopted by City Planning Commission, Resolution 8001, 29 June 1978, p. 2.

[2]Ibid, p. 2.

and 91 feet on the side overlooking Fourth Street. The building would be of steel frame construction with corners and spandrels[1] of smooth, off-white concrete panels to match the Pacific II Building. Grey glass and aluminum louvers would extend horizontally between the building corners, would be held in place by aluminum window frames (Figures 3, 4, and 9, pages 14, 15 and 20), and would clearly distinguish each level to the observer. The building would complete the composition of structures and varying rooftop heights comprising the Pacific I and II buildings and the proposed project.

The corners of the building would be slightly rounded, based on about a 1½ foot radius. The rounded corners would be repeated on the west side of the building, where a 6-foot wall projection 40 feet in width would be located to house mechanical equipment. Visually, the rounded corners matching the design in Pacific II would relieve a potentially rigid appearance that could occur if right angle building edges were constructed. The perceived mass of the proposed project and Pacific II structures as a single composition would be broken by the varying rooftop heights of Pacific II, creating visually apparent building sections. The silhoutte of the top of the proposed building would tend to continue the blunt box-line skyline of highrise buildings.

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[1]Spandrel: In a multi-story building, a panel-like area between the top of a window on one level and the sill (base) of a window in the story above.

Visual interest to pedestrians would largely be limited to street amenities proposed for the Pacific II Building, i.e., tile paving at the off-set entryway leading to a 3-story fashion hall, as well as the arcade set-back for the ground floor restaurant.

Policies contained in the Urban Design Plan of the San Francisco Master Plan are of relevance to the project's relation to the downtown urban area.[1] The Urban Design plan is meant to serve as a guide to new development so that the physical environment would not be abruptly or severely disrupted.

Conservation Policy 6: "Respect the character of older development nearby in the design of new buildings."[2]

The proposed project would not conform to Conservation Policy 6. The construction of the proposed project would typify nonornamental treatment of building exteriors and repeated use of a common floor plan expressed on the outside by uniform window placement and spandrels of uniform dimension. The building would not reflect the use of brick or exterior detailing characterizing older, lower structures constructed in the area during previous decades.

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[1]San Francisco Department of City Planning, Urban Design Plan, adopted by Resolution 6745 of the City Planning Commission, adopted 26 August 1971.

[2]San Francisco, Department of City Planning, Urban Design Plan, adopted 26 August 1971, p. 25.

As noted, contrasts in exterior design among various buildings near the project site do exist, some contrasts being more extreme than others (Chapter III.B.), which can lead to some degree of visual disorder depending on the aesthetic concerns or opinions of the viewer. Cumulatively, the proposed Pacific III project would represent an incremental continuation of this trend in the City's development pattern.

Major New Development Policy 5: "Relate the height of buildings to important attributes of the City pattern and to the height and character of existing developments"[1]

Major New Development Policy 6: "Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction."[2]

The height and bulk of the proposed structure would generally relate to the height and bulk of the Pacific II building, which steps up from the lower buildings that would surround it in the area at this time, thus partially conforming to Major New Development Policies 5 and 6. Current proposals call for other highrise structures in the area to which the building would relate in height and bulk if constructed (Figures 21, 22 and 23, pages 86, 87, 88). These include the possible maximum use of the San Francisco Unified School

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[1] Urban Design Plan, page 36.

[2] Ibid, page 37.

A

From Bernal Heights

B

From Telegraph Hill (Coit Tower)

View toward Project Site

○ APPROVED

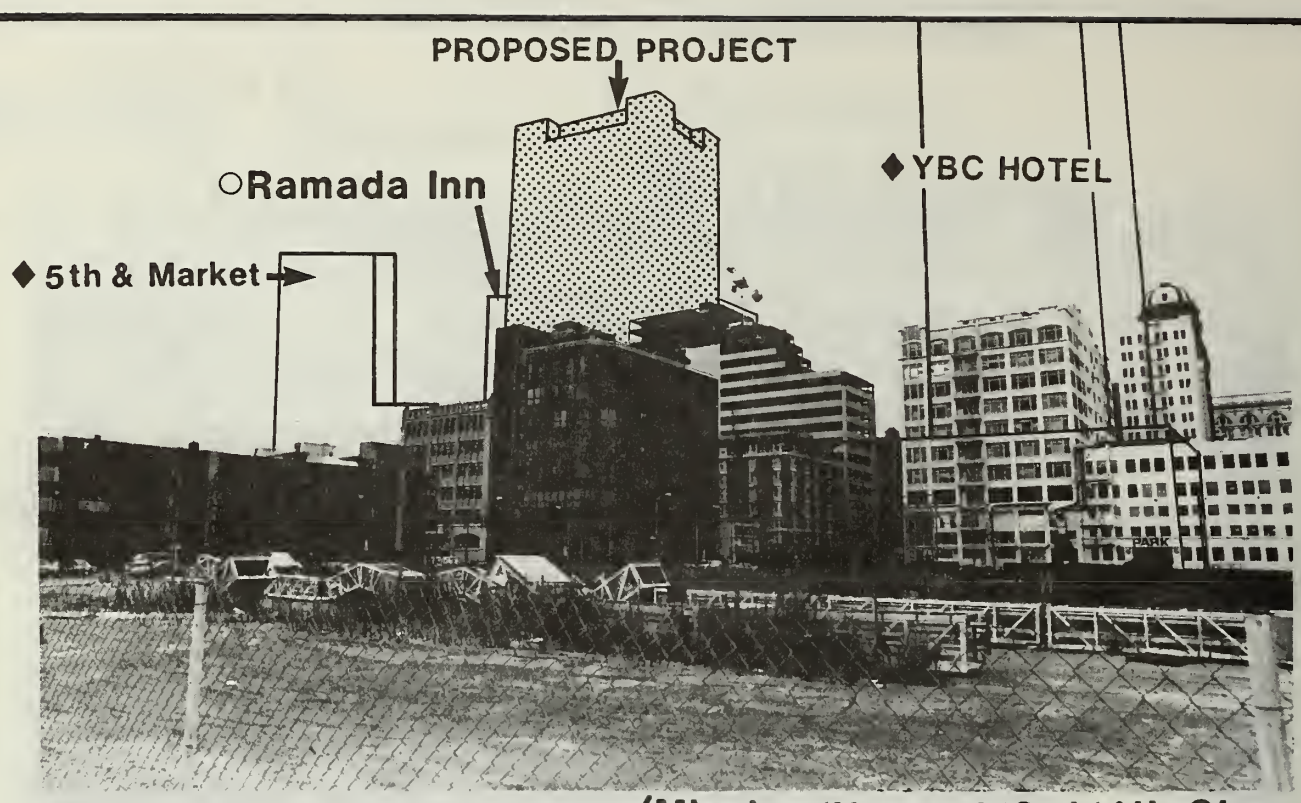
◆ PROPOSED

Figure No. 21

View toward Project Site from Hyatt Hotel on Union Square

○ APPROVED
◆ PROPOSED

Figure No. 22



A

From Yerba Buena Center (Mission/Howard/3rd/4th St.s Block 3723)

B

From end of Eddy Street (Hallidie Plaza)

Project Area Photographs

○ APPROVED
◆ PROPOSED

Figure No. 23

District site at Fifth and Market Streets, a 27-floor structure 350 feet high; the 27-story, 320-foot high Hilton Tower No. 2, on O'Farrell and Taylor Streets; the 32-story, 320-foot high Hotel Ramada bounded by Fifth Street North and Eddy, Mason and Ellis Streets; the 27-story, 300-foot high Holiday Inn bounded by O'Farrell, Ellis, and Mason Streets and Fifth Street North; a 40-story, 400-foot high hotel, which would be part of the Yerba Buena Center project possibly located on the east side of Fourth Street at Mission Street (partial site of the GSA building between Stevenson and Jessie Streets) and another hotel in the Yerba Buena Center project area containing 34 floors, 374 feet high suggested for Third and Stevenson Streets.[1] These proposals reflect current trends in downtown construction wherein, from a cumulative standpoint, new construction is becoming visually dominant as older lower structures continue to be removed or vacant parcels are used for new construction.

Views from nearby buildings below about the 4th floor are confined to short distances due to surrounding buildings of equal or greater heights. Pedestrian views at ground level vary greatly, but are mostly limited by buildings and cars and trucks either moving or parked along curblines. The proposed structure would not be expected to block views to pedestrians and other buildings below about the 4th level to a

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[1]San Francisco Redevelopment Agency, Request for Qualifications, Mixed-Use Development, Yerba Buena Center Downtown San Francisco, April 1980, p. 22 and 23. Tom Conrad, Planning Director, San Francisco Redevelopment Agency, telephone conversation, 7 November 1980.

greater degree than currently exists. However, at increasing heights in taller buildings, views outward would be blocked up to the building's 30th floor level; the degree of view blockage would vary considerably with changes in elevation and observer location with respect to the project. For example, views west from the rear of the Victorian Hotel take in portions of Jessie Street and windowless walls of the Emporium. In the future, views west from the hotel would encompass the east face of the proposed structure which would be about 37 feet away, potentially decreasing a feeling of privacy by hotel occupants.

The proposed structure would be most noticeable to pedestrians from the Eddy Street Corridor northwest of Market Street, and would be seen rising above the existing skyline profile (Figure 23-A, page 89). From Hallidie Plaza at the foot of Eddy Street, the maximum use of the Fifth and Market Streets site owned by the San Francisco Unified School District could produce a structure 350 feet high, which would appear larger and closer to pedestrians than the proposed project.

Generally, the farther away from the project the observer would be located, the less view blockage would be expected to occur. Conversely, closer to the project, the observer would experience greater view blockage. Most showroom/offices on the upper floors of the structure would provide views of San Francisco Bay, Treasure Island, the East Bay Hills and major portions of the San Francisco Skyline.

Neighborhood Environment Policy 13: "Improve pedestrian areas by providing human scale and interest."[1]

The project would not conform to Neighborhood Environment Policy 13, as no amenities in the pedestrian environment external to the building are being proposed. Sidewalk improvements would be provided by Pacific II rather than Pacific III (see Chapter III.B., page 32).

City Pattern Policy 13: "Recognize that buildings, when seen together, produce a total effect that characterizes the City and its districts."[3]

The proposed structure would relate to City Pattern Policy 3 in terms of cumulative impacts. As noted, the building would be seen from vantage points throughout the project area. The structure would be seen as a new element taking its place in the City's emerging urban form of taller buildings over an increasing land area, including the Financial District and South-of-Market area. The structure would not contribute to an impression of gradual reduction of building height along Market Street between the Civic Center Area and the Financial District. The square silhoutte would be similar to other new highrise buildings in the skyline.

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[1]Urban Design Plan, p. 57.

[2]Ibid, p. 10.

Current trends indicate that future development of land adjacent or close to the project site would consist of buildings taller than the existing older structures they would replace or be next to. New structures would be seen to extend the existing highrise development pattern northwest of the project site. Accordingly, the proposed project would be visually absorbed, in varying degrees through time, into the City's emerging skyline profile if current trends continue.

C. TRANSPORTATION

Analysis of traffic impacts of the proposed project is based to a great extent on a field survey of Apparel Mart users conducted in 1977.[1] From this survey the expected occupancy, trip generation, geographical distribution and mode split were estimated for the tenants and employees who would occupy the proposed project.

The following impact analysis has been made for a typical busy Monday during a time of the year when most Apparel Mart tenants have busy or average selling activity. The special 4-day shows may cause the number of buyers and visitors to the proposed project to exceed busy Monday levels approximately 10 to 15 times a year.

Two peak periods were selected for the analysis: the noon hour and the afternoon peak traffic hour. The highest pedestrian flows generated by the Apparel Mart occur during the lunch hour; however, the highest observed pedestrian flows

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[1] DeLeuw, Cather & Co. (DCCO), Transportation Impact Analysis: Apparel Mart Project, August 1977, EE 77.164.

on Market Street occur during the evening peak hour.

The proposed project would add about 530 apparel industry tenants and 600-700 apparel industry employees to the Apparel Mart. When completed, Apparel Mart - Pacific I, II, and III would house approximately 1,130 apparel tenants and 1,300-1,400 apparel employees.

Based upon the trip generation rates found in the 1977 Apparel Mart Survey, the proposed project would generate about 4,800 person trips a day in addition to the existing Apparel Mart - Pacific I and (soon to be completed) Pacific II. Approximately 43 % of these daily trips would be by car and 12% by transit (see Table 14 and Figure 24, pages 94 and 97).

Pacific II and the proposed project would add a total of 1,110 p.m. peak hour trips to those of the existing Apparel Mart (see Table 15, page 95). Based upon the 1977 survey data, about 73% of these trips would be by car with an average occupancy of 1.2 persons per car.

Approximately 105 additional p.m. peak hour transit trips would be generated by the proposed project (see Table 16, page 96). About 70% of these trips would be made on Muni (based on the geographical distribution of trips given in Table 16 and the split among the regional carriers for each geographical area given in Attachment I of San Francisco's Environmental Evaluation: Transportation Impacts Guidelines).

Pacific II and the proposed project would add approximately 200 transit trips during the peak hour (see Table 16, page 96). About 75% of these trips would be made on the San Francisco

TABLE 14

ESTIMATED ADDITIONAL PROJECT ONE-WAY TRIPS BY MODE: BUSY MONDAY

		Total Daily Person-Trips	Auto[2] Trips	Transit Trips	Pedestrian[3] Trips	Service Vehicle Trips[4]
Apparel Tenants and Employees	Pacific II	1,540	590	200	750	-
	Pacific III	3,760	1,430	490	1,840	-
	Subtotal	5,300	2,020	690	2,590	-
Buyers and Visitors	Pacific II	620	370	50	200	-
	Pacific III	1,040	620	80	340	-
	Subtotal	1,660	990	130	540	-
Retail[1]	Pacific II	2,340	130	240	1,970	-
Subtotal	Pacific II	4,500	1,090	490	2,920	30
Subtotal	Pacific III	4,800	2,050	570	2,180	30
Grand Total		9,300	3,140	1,060	5,100	60

Source: DKS

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1 Used same ratio of auto to transit trips for retail employees as that for apparel tenants and employees. Assumed that 10% of retail customers would use transit and the re-remainder would be pedestrians.

2 Includes Auto Passenger Trips.

3 Does not include walk access trips to auto or transit.

4 Trucks and vans trips. Not included in Person-Trip total.

TABLE 15

Estimated Trip Distribution And Modal Split of P.M. Peak Hour Trips Added By Pacific II and proposed project. Busy Monday.

Geographical Area of Origin Destination	Total Person Trips	Transit Trips	Auto[3] Trips	Walk[4] Trips	Service[5] Vehicle Trips
Pacific II	195	75	70	50	---
San Francisco	(36%)[2]	(38%)	(38%)	(24%)	
Pacific III	210	80	80	50	---
	405	155	150	100	
Pacific II	120	5	115	0	---
Peninsula	(22%)	(7%)	(93%)	(0%)	
Pacific III	125	10	115	0	---
	245	15	230	0	
Pacific II	85	5	80	0	---
East Bay	(16%)	(9%)	(91%)	(0%)	
Pacific III	95	10	85	0	---
	180	15	165	0	
Pacific II	135	5	130	0	---
North Bay	(26%)	(5%)	(95%)	(0%)	
Pacific III	145	10	135	0	---
	280	15	265	0	
Pacific II	535	95	390	50	
Sub TOTAL	(100%)	(18%)	(73%)	(9%)	[5]
Pacific III	575	105	420	50	[5]
GRAND TOTAL	1110[1]	200	810	100	[10]

Assumptions:

[1]Peak hour 4:30-5:30 P.M. = 12% of Total Daily Trips

[2]Percentages from Table 7 - Transport Impact Analysis, Apparel Mart Project, Aug. 19, 1977. Based on DCCO Apparel Mart Travel Survey.

[3]Includes Auto passenger trips. Auto Occupancy = 1.2 persons per car based on Tables 4 & 5 of DCCO Apparel Mart Report.

[4]Does not include walk access to car or bus or BART.

[5]Not included in totals

TABLE 16

The Distribution of Added P.M. Peak hour Transit trips among Regional Carriers*

	P.M. Peak Hour Person Trips		
	Pacific II	Proposed Project	Total
Muni	68	75	143
BART	5	5	10
AC Transit	3	3	6
SamTrans	2	2	4
S.P.R.R.	5	6	11
G.G.T.	5	6	11
Ferry	2	2	4
Other	5	6	11
TOTAL	95	105	200

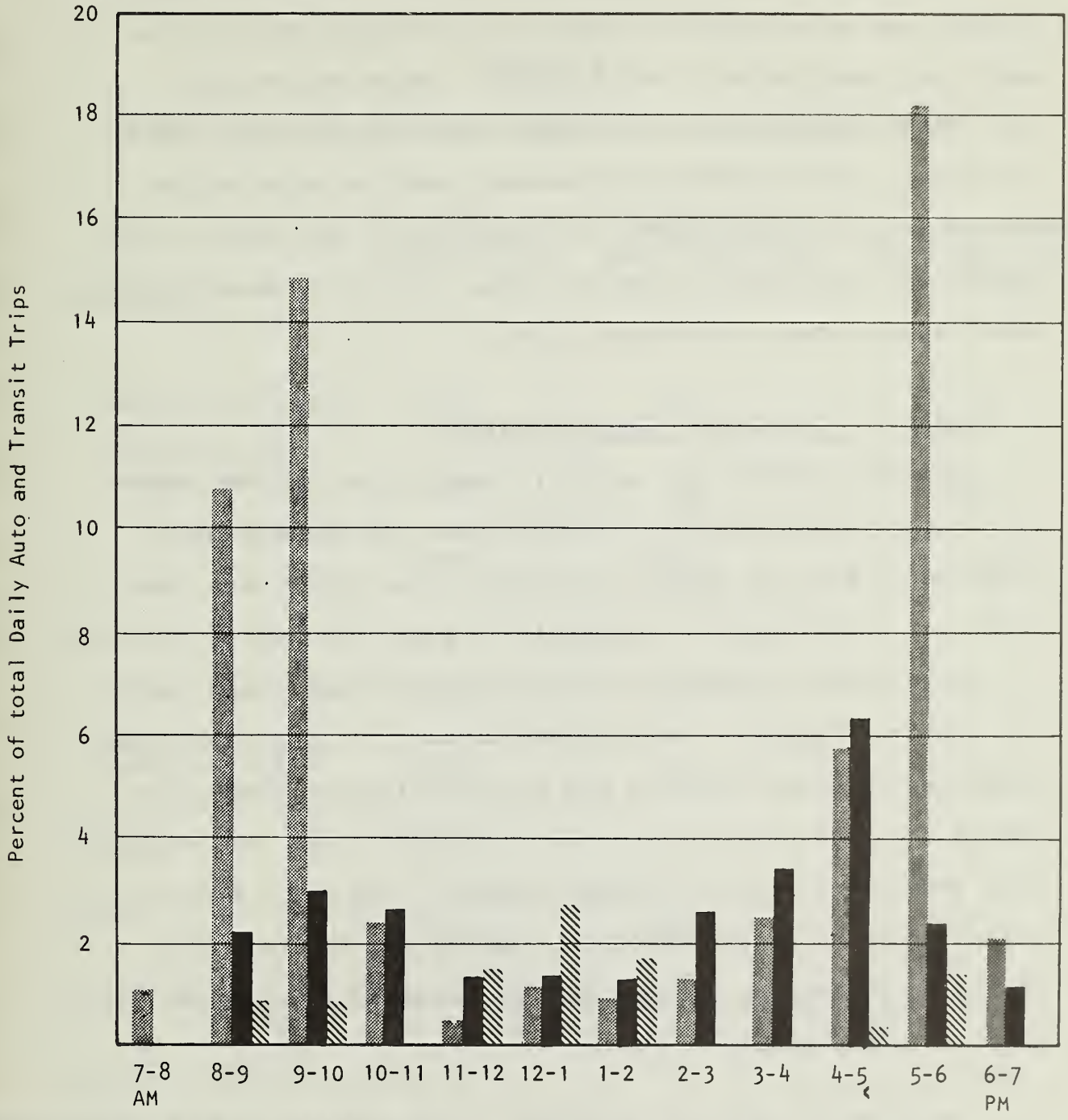
*Based on the following geographical distribution of transit trips:

San Francisco	77.5%
Peninsula	7.5%
East Bay	7.5%
North Bay	7.5%

and on the following splits of regional carriers:

San Francisco:	Muni:	(91%),	Other:	(9%)
Peninsula:	SamTrans:	(25%),	S.P.R.R.:	(75%)
East Bay:	BART:	(64%),	AC:	(36%)
North Bay:	GGT:	(77%),	Ferry:	(23%)

TIME DISTRIBUTION OF ONE-WAY AUTO AND TRANSIT TRIPS ADDED BY PROJECT: BUSY MONDAY
(Same for Pacific II and Pacific III)



1. Estimates based on results from DeLeuw Cather & Company, Transportation Impact Analysis: Apparel Mart Project, August 1977

Added truck and van volumes were calculated and range between 4 and 8 per hour. 8am to 4pm

Figure No. 24

Muni, based on the geographical distribution of transit trips found in the Apparel Mart Travel Survey.

The maximum pedestrian trip generation for the proposed project was calculated for both the lunch hour and the p.m. peak hour (see Table 17 and Figure 25, pages 99 and 100). Even after inclusion of walk trips necessary to reach autos or transit, peak pedestrian flow was found to occur during the noon lunch hour period. Pacific II will add about 1,000 pedestrian trips during the noon hour and the proposed project would add 800 more pedestrian trips.

1. Basis for Cumulative Impact Analysis

Including Pacific II, which is under construction, there are 8 approved or proposed projects near the Apparel Mart which would have an impact on travel in the study area (see Table A-4 and Figure A-1, Appendix A, page 177).

Among these projects, the Yerba Buena Center would have the greatest impact.[1] At full development in 1988, the Yerba Buena Center would generate and attract 24,000 person-trips during the afternoon peak hour, which is 20 times the projected trip generation of the proposed project. The Yerba Buena Center would by itself absorb all excess parking capacity in the area, causing parking demand to exceed capacity by 2,000 to 5,000 spaces.[2]

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[1]The Yerba Buena Center refers to the entire 87-acre redevelopmen area, including the Moscone Convention Center and the 21.4-acre portion designated as the "Development Site" in the 1980 "Request for Qualifications, Mixed Use Development."

[2]San Francisco Department of City Planning, 1978, Final EIR, Yerba Buena Center, EE 72.220, Table 56, page 348.

TABLE 17

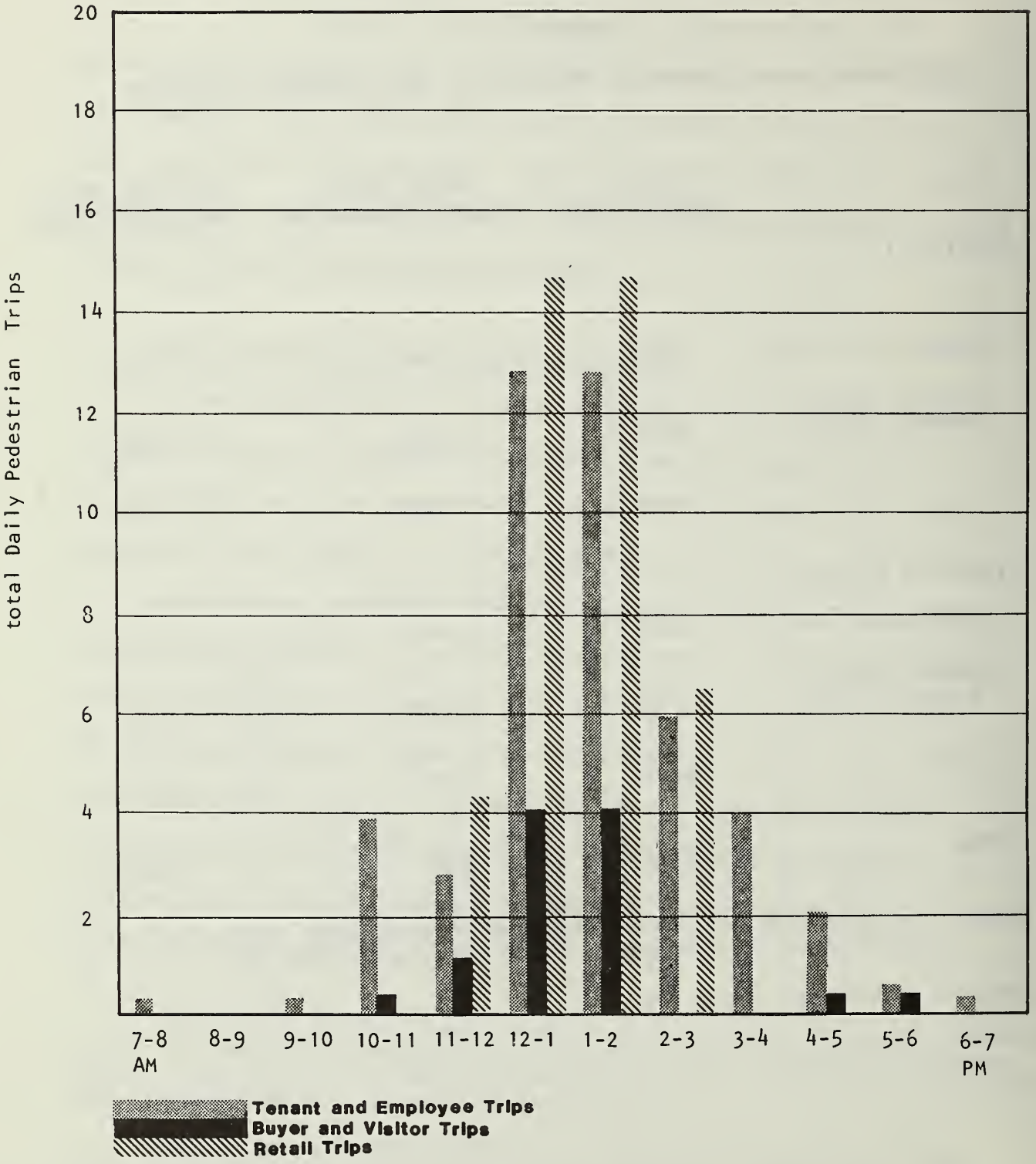
PEDESTRIAN TRIPS ADDED BY PACIFIC II AND PROPOSED PROJECT

	Total Daily Trips	Lunch Hour (12-1 PM) Trips	PM Peak Hour (5-6 PM) Trips
Pacific II			
Pedestrian Trips	2920	929	29
Auto/Transit Access Trips	1580	82	346
	4500	1011	375
Proposed Project			
Pedestrian Trips	2180	693	22
Auto/Transit Access Trips	2620	136	574
	4800	829	596
TOTAL	9300	1840	971

Note: Proportions of lunch hour and PM peak hour trips to total daily trips taken from figures 25 and 26.

Source: Table 14, page 94.

TIME DISTRIBUTION OF ONE-WAY PEDESTRIAN TRIPS ADDED BY PROJECT: BUSY MONDAY



1. Estimates based on DeLeuw Cather & Company
Transportation Impact Analysis: Apparel Mart Project, August 1977, E.E. 77.164

Figure No. 25

2. Project and Cumulative Impact Analysis

a. Traffic Impacts

The only intersections in the immediate area currently operating at close to capacity are along Mission and Market Streets. Volume/capacity ratios of these critical intersections would be increased by a maximum of 4% by the expansion of the Apparel Mart alone (see Table 18, page 102). Carpools picking up employees at the site and from some limited transitory parking on site would pass through Fourth and Mission; however, much of the employee parking would be south of Mission, with destinations to the south, thus reducing peak period impacts on Mission Street.

Special market weeks or shows (which usually run from Saturday to Tuesday) would occasionally cause increased traffic impacts on neighboring streets. The intersection of Fourth and Mission would reach peak period forced flow operations (Level of Service F) during some of these shows. This congested condition, however, is expected to occur 10-15 shows a year (20-30 days, on Mondays and Tuesdays).

Much of the traffic demand that would prefer to use Mission Street is currently diverted to Howard and Folsom Streets because of the low auto carrying capacity of Mission Street (one auto lane plus one transit lane in each direction). As Table 18 implies, Mission Street can be expected to be moderately congested regardless of development (or lack of development) in the area. Further increases in traffic demand for the Apparel Mart would not change the current traffic congestion on Mission Street. The congestion would cause most additional traffic to divert to Howard and Folsom Streets.

TABLE 18

PROJECTED P.M. PEAK HOUR TRAFFIC IMPACTS FOR
PROPOSED PROJECT AND OTHER PROPOSED AND APPROVED PROJECTS

Intersection	1980 Existing Level of Service	1982[4] Base	1982 Level of Service With Pacific II and III only	1988[4] Base	1988 Level of Service With All Projects[1]
Market & 5th[3]	D	D	D (+2%)[2]	E	F (+25%)[5]
Market & 4th[3]	D	D	D (+3%)	E	F (+30%)
Market & 3rd[3]	D	D	D (+2%)	E	F (+30%)
Mission & 5th	D	D	D (+2%)	E	F (+15%)
Mission & 4th	C	C	D (+4%)	E	F (+30%)
Mission & 3rd	C	C	C (+2%)	D	F (+40%)
Howard & 4th	A	A	B (+6%)	C	F (+40%)
Mason & Ellis	C	C	C (+3%)	D	F (+35%)

[1]Pacific II, Pacific III, Yerba Buena Center, One Montgomery, 595 Market Holiday Inn Hotel, Hotel Ramada, and Hilton Tower #2.

[2]Percent increment to base 1982 volume/capacity ratio

[3]Level of service has been adjusted to reflect heavy pedestrian and transit flows on Market Street.

[4]Assumes 1.8% per year baseline growth factor

[5]Percent increment to 1988 base volume/capacity ratio

Assumptions: 13% of employee cars park north of Market, 39% park south Market between 3rd and 5th Streets, 23% park southwest of Mission and 5th, 15% park east of Third, and 10% park in miscellaneous locations. Geographical distribution of departing cars is as given in Table 11, page 66.

Sources:
- o DeLeuw Cather & Associates, Transportation Impact Analysis: Apparel Mart Project, Figure 11, 1977.
- o Department of City Planning, 1978, Final EIR, Yerba Buena Center, EE 77.220, Table 55, page 341.
- o Department of City Planning, Draft EIR, Ramada Hotel, EE 80.171, Tables 4, 14, 18, 19, page 104.
- o DKS Field Studies
- o Department of City Planning, Draft EIR, Tower No. 2, San Francisco Hilton Hotel, EE 79.257, Table 20, page 115.
- o Department of City Planning, Environmental Impact Assessment, Expansion of Holiday Inn, EE 79.283, Table9 , page96 .

These latter two streets have more than adequate capacity to absorb the additional demand of the Apparel Mart without seriously deteriorating existing levels of service on these streets.

On a busy Monday it is expected that the entire Apparel Mart complex would house 2,050 tenants and employees, and attract 1,600 buyers/visitors. The largest Market Week might attract 2,000 people of which about 600 would already be occupants of the Apparel Mart complex. The largest show that might be held at the Apparel Mart complex could cause the number of persons doing business at Apparel Mart to increase by 40%.

During Market Week, midday traffic impacts for two days (Mondays and Tuesdays) would be about 50% higher than forecast for a typical busy Monday; peak hour traffic would be impacted to a lesser extent since the starting and ending times of market weeks do not coincide with the morning and evening peak hours. These conditions would probably occur about 20-30 days a year (if Apparel Mart were successful in attracting all Bay area Market Weeks and if all Market Weeks attracted a maximum of 2,000 attendees).

Since the exhibition facilities are already built in Pacific II, the construction or non-construction of Pacific III would not affect market weeks or other shows. If Pacific III were not built, apparel tenants that would normally have occupied this building would then have to travel by car or transit from their offices to Apparel Mart for Market Week, thus increasing the traffic impacts of these shows.

The underground parking garage in Pacific II will be valet parking and loading/unloading activities on non-show days. People entering and exiting the driveway on Fourth Street would conflict with cars, trucks and buses in the right-hand lane of Fourth Street. The proposed project may increase these impacts (due to the additional number of employees and tenants on the site) if the garage does not fill up when the Pacific II building is completely occupied. The limited number of parking spaces available (128) would limite the impact of the use of the driveway on Fourth Street traffic circulation.

The above discussion of traffic impacts remains unchanged when the other planned and approved projects, less the Yerba Buena Center Redevelopment Project, are considered. There is sufficient street capacity in the area to adequately handle the projected traffic demands of these projects (exclusive of YBC).

The Yerba Buena Center Redevelopment Project, however, would impact the local street system. This project by itself would cause some of the intersections along Market, Mission, Howard and Folsom Streets to reach congested levels of service (levels E and F) during the p.m. peak period, particularly on convention days.[1]

When the Yerba Buena Center Redevelopment Project is included with all proposed and approved projects plus Pacific II and the proposed project, the result is that all the intersections on Mission, Howard and Folsom between Third and Fifth streets can be expected to be severely congested (see Table 18, page 102).

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[1]Department of City Planning, 1978 Final EIR, Yerba Buena Center, EE 77.220, Table 55, page 341. The YBC alternative analyzed in the SFRA tentative proposal lies between Alternatives "A" and "B".

b. Transit Impacts

Pacific II and the proposed project would add a total of 200 transit trips during the afternoon peak period. The majority of these trips (70%) would be made on the San Francisco Muni bus system. Based on the 1980 capacity and projected 1983 ridership (Table 3, page 44), Pacific II and the proposed project would not cause any of the Muni lines to exceed load factors of 1.5.

Assuming that new MUNI ridership would go to each transit line in proportion to current ridership on each line, the proposed project would on the average increase peak hour load factors by 1/3 of 1%.[1] An average of 2.6 new transit riders per line would be added by the proposed project.

The proposed project and Pacific II would increase MUNI load factors by ½ of 1%, adding an average of 5 transit riders per line. All MUNI lines currently projected by the City to operate in the future at load factors of less than 1.00 would continue to operate at load factors less than 1.00 when the proposed project and Pacific II are completed.

The impacts of Pacific II and the proposed project on the rest of the regional transit systems would be smaller. Anywhere from 5 to 10 trips during the peak hour would be added to each regional carrier (see Table 16, page 96). This represents less than a 1% addition to current peak hour ridership on each of these carriers.

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[1]City of San Francisco, Guidelines for Environmental Evaluation: Transportation Impacts, June 1980.

The cumulative impacts on transit of the Yerba Buena Center Redevelopment Project, the 3 hotels, the 2 office buildings plus Pacific II and the proposed project would increase, primarily due to the Yerba Buena Center. The Yerba Buena Center EIR[1] estimates for 1988, when the project will be completed, that at critical checkpoints Muni would be carrying 56% to 124% of its peak hour capacity; Southern Pacific, AC Transit and Golden Gate Transit would be operating at less than 72% of their respective peak hour capacities. SamTrans would be at up to 246% of capacity.

When the Yerba Buena Center Redevelopment Project is completed, peak hour traffic congestion at almost all the intersections in the study area would affect MUNI operating schedules.

The cost impacts to MUNI of increased delays can only be accurately determined on a run-by-run basis with a full knowledge of MUNI's scheduling and operating system. A delay on one run on a bus line can prolong the time it takes a driver to complete a run, thus reducing "dead" time at the terminal. On other runs of the same line the same delay may require MUNI to add an extra bus to meet contract commitments with the drivers for layover time or maintain minimum headways.

A crude estimate of the cost of delays to MUNI can be obtained by using their average total cost to operate a bus

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[1]San Francisco Department of City Planning, 1978, Final EIR, Yerba Buena Center, EE.77.220, Table 51, page 330.

for one hour and estimating the additional seconds of delay caused when the level of service at an intersection is reduced from 'C' to 'D' to 'E' to 'F'. Currently MUNI's operating cost for a bus is approximately $38 per hour. Each level of service can be tied to an average range of delay per vehicle at an intersection (see Table A-2, Appendix A). For Level 'C' the range is 22-28 seconds per vehicle. For Level 'E' the delay range is 35-40 seconds per vehicle. Taking the difference in the average delay per vehicle for each level of service and multiplying by MUNI's operating costs yields the following estimates of the costs of delays per intersections per bus:

Level of Service Reduction	Delay Increase per Vehicle	Cost to MUNI
C to D	7 seconds	7 cents per bus per intersection
D to E	6 seconds	6 cents per bus per intersection
E to F	undefined	- - - -

For example the #30 line runs through one intersection where Pacific II and the proposed project are expected to cause the 1982 level of service to decline from 'C' to 'D' (Mission & Fourth). At a frequency of 12 buses per hour, during the peak hour this service deterioration might increase peak hour operating costs on this line by anywhere from zero to one dollar. Similar artificial computations could be made for the other MUNI lines.

The above estimates are crude since they do not take into account the variabilities in bus scheduling and traffic delays. The estimates serve to show an order of magnitude and cannot not be used to estimate actual costs to MUNI of additional traffic generated by the project. These estimates also do not cover MUNI's per-passenger fare-box deficits.

The Apparel Mart Complex (Pacific I, II, and III) would be served by a direct connection from the Powell Street BART Station to the Pacific I building and the Market Halls. This entrance would facilitate ease of access to public transit e.g. BART and MUNI Metro) but is not expected to have an impact on transit demand beyond that projected by the proposed project.

The project sponsors fully intend to coordinate the planning and construction of BART access to the Apparel Mart with BART planning personnel.

c. Pedestrian Impacts

Pacific II and the proposed project would add about 1,840 pedestrian trips during the lunch hour. These flows, when distributed on Fourth and Market Streets, would cause the pedestrian flow on Fourth Street to deteriorate from "Impeded" to "Congested" but would have little impact on Market Street (see Table 19, page 109).

Pacific II and the proposed project would generally impact afternoon peak hour pedestrian flows less than noon hour flows.

Pedestrian entrances on Jessie Street would encourage use of the Fifth and Mission parking garage by Mart visitors. The mid-block Mission Street crosswalk leading from the garage to Jessie Street has one of the highest pedestrian-vehicle accident rates in the City. Encouraging increased use of this crossing could increase the potential for pedestrian-vehicle conflicts.

The Yerba Buena Center Redevelopment Project (YBC) would affect pedestrian flows on both Market and Fourth streets. It is estimated that YBC would double existing pedestrian volumes on Fourth Street between Market and Mission Streets.[1]

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[1]San Francisco Department of City Planning, 1978 Final E.I.R., Yerba Buena Center, EE 77.220, 1978, Tables 13 and 51 and text, page 138.

TABLE 19

Projected Pedestrian Impacts of Proposed Project and Other Approved Projects

Location	1980 Existing Peak Flow Rate (p/f/m)* (Table 6)	Future Flow Rate[6] with Pacific II and III (p/f/m)	Future Flow Rate with All Projects[7] (p/f/m)	Cumulative Pedestrian Flow Regime[8]
4th Street[1]				
Noon hour	5[4]	10	15	Congested
P.M. Peak hour	5[5]	6	13	Crowded
Market Street[2]-A				
Noon hour	5[4]	5	9	Constrained
P.M. Peak hour	5[5]	5	9	Constrained
Market Street-[3]B				
Noon hour	4	6	10	Constrained
P.M. Peak hour	5	5	9	Constrained

*pedestrians per foot per minute

[1]West sidewalk of 4th Street, north of future main entrance to Apparel Mart (effective width = 7 feet)

[2]South sidewalk of Market, west of Apparel Mart (effective width = 17 feet)

[3]South sidewalk of Market, east of 4th Street (effective width = 13 feet)

[4]1977 counts taken from table 11, DeLeuw Cather & Company, Apparel Mart Report, projected to 1980

[5]estimate by DKS

[6]Assumes 2.6% of hourly trips made during peak minute. For Lunch Hour: 9% of the trips go west on Market, 45% go east on Market, 16% go north across Market, 30% go south on Fourth Street. For Afternoon peak: 60% go south on Fourth Street, 20% go east on Market, 10% go north across Market, 10% go west on Market.

[7]Pacific II, Pacific III, Yerba Buena Center, One Montgomery, 595 Market, Holiday Inn Hotel, Ramada Hotel, and Hilton Tower #2, (the last three projects have not been approved).

[8]As defined by Pushkarev, Boris and Jeffry M. Zupan, Urban Space for Pedestrians, Cambridge, Massachusetts, MIT Press, 1975.

The pedestrian impacts of the remaining proposed and approved projects in the area would be minimal for Market Street at Fourth because of the long distances involved.

d. Parking Impacts

The proposed project would increase off-street parking demand by 850 spaces (see Table 20, revised, page 111 in the DEIR). Pacific II, currently under construction, would provide 128 spaces in an underground garage, however, for purposes of assessing the cumulative impacts of parking supply and demand in a worst-case situation, these spaces are not included in Table 20.

The cumulative effect of the proposed project, the Yerba Buena Center and all currently approved projects or projects under construction in the immediate area would create a need for about 2,800 more off-street spaces than would be available in 1982-1983. The Yerba Buena Center alone would eliminate 1,770 existing parking spaces in the year 1982. By 1990, when the Yerba Buena Center is completed (assuming no other new projects during this period not mentioned in the EIR), the demand for off-street parking would exceed supply by about 8,400 spaces.

Current City policy as embodied in the Transportation Element of the Comprehensive Plan[1] is to discourage parking

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[1]Downtown Transportation Plan, Policy #3, page 24 in the "Revisions to the Transportation Element of the Master Plan Regarding Parking," adopted by the City Planning Commission, Resolution No. 764620, January 1979.

in the downtown area and replace it with peripheral parking lots under the freeways.

The Center City Circulation Program, Preliminary Improvement Program (December 1979) has identified 4 peripheral parking garage projects (in addition to those shown in Table 20) which would supply 2,000 additional parking spaces in the South of Market area east of Fourth Street by the year 1985. None of these projects has been approved. The City Planning Department's "Evaluation of Peripheral Parking Sites south of Market Street" (May 1980), has identified 8 additional peripheral parking sites that could accommodate approximately 4,800 to 6,400 additional parking spaces. These sites have not yet been developed for parking. If all 12 of these parking sites were improved and available by 1990, the demand would be met or nearly so by the 6,800-8,400 new spaces.

It is not possible to project the number of future users of the Apparel Mart complex who might park their automobiles in San Francisco neighborhoods and arrange other transportation to the Mart. The City Preferential Parking program is designed to mitigate the impact of non-San Francisco resident commuters parking in the City Neighborhoods. Improved transit services, increased parking facilities in the parking belt area, and shuttle bus services to major areas downtown are some of the measures that would discourage commuters from parking in the neighborhoods.

TABLE 20

Future Off-Street Parking Demand and Supply
for the Apparel Mart Parking-Study Area[1]

Project	Total Demand (spaces)	Percent Impacting[2] Apparel Mart Area	Demand Within Apparel Mart Area	Parking Spaces Lost[8] by Project	Parking Spaces Added by Project[8]	Net Supply Of Parking Spaces	Supply Minus Demand
Existing (1980)[3]	6660	100%	6660	-0-	8120	+8120	+1460
Proposed Project-Pacific III	850	100%	850	-0-	-0-	-0-	-850
Pacific II - Apparel Mart	470	100%	470	-0-	-0-	-0-	-0-
EE77.220 Yerba Buena Center[4]							
(1982)	1350	70%	950	1770	800	-970	-1920
(1990)	(8000)	(70%)	(5600)	(-0-)	(-0-)	(-970)	(-7520)
EE79.257 Hilton Hotel Tower #2(1982)[5]	100	100%	100	-0-	-0-	-0-	-100
EE80.171 Ramada Hotel (1982)[5]	250	100%	250	130	130	-0-	-250
EE79.283 Holiday Inn (1983)[5]	250	100%	250	80	160	+80	-170
EE78.298 One Montgomery (1982)[6]	870	25%	220	-0-	-0-	-0-	-220
EE74.322 595 Market (1980)[6]	500	25%	120	-0-	-0-	-0-	-120
EE80.26 101 Montgomery (1982)[7]	390	25%	100	-0-	-0-	-0-	-100
TOTAL	11,690		9,970	1,980	9,210	7,230	-2,270

Notes

1. See Figure 17, page 47 for Map of Apparel Mart Parking Study Area.
2. An estimate of the proportion of each project's off-street parking which would occur within the Apparel Mart Area. Estimate based on geographical location project and engineer's estimate of likely area where employees would part.
3. DKS Field Study, August 1980.
4. Final EIR, Yerba Buena Center, EE77.220 , page 348, Table 56. Two years to account for delays have been added to the YBC construction timeline.
5. Draft EIR, EE79.283, Holiday Inn, page 114, Table 19.
6. Guidelines for Environmental Evaluation-Transportation Impacts, June 1980, Attachment #2, City of San Francisco.
7. Draft EIR, EE80.26, 101 Montgomery, page 106, Table 20.
8. Within Apparel Mart Parking Study Area only.

e. Service Vehicle Impacts

When the proposed project is completed, deliveries to the Apparel Mart (Pacific I, II, and III) by trucks on Jessie Street could range from 70 to 95 trucks between the hours of 8 a.m. and 4 p.m. The average hourly demand on a peak weekday (a "Market Day" held on Monday and/or Tuesday) would be 9 to 12 trucks per hour. During the peak hour (2 p.m. to 3 p.m.) of a peak weekday, up to 20 to 30 trucks per hour may use Jessie Street for access to the Apparel Mart.

The truck docks for all 3 buildings proposed for the Apparel Mart are currently being constructed as part of Pacific II. When completed, there would be 7 berths for trucks off Jessie Street plus additional van loading/unloading facilities in the underground level of Pacific II. The docks are designed so that almost all trucks making deliveries to the Apparel Mart complex would be able to berth without extending beyond the property line.

The average stay for trucks docking at the Apparel Mart (Pacific I) was observed in 1977 (before construction on Pacific II was begun) to be just short of 35 minutes per truck.[1] Based on the same rate, the 7 berths could handle on the average a maximum of 12 trucks an hour, which would be able to accommodate

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[1]DeLeuw Cather & Co., and DKS, field survey, 6 June 1977 to 27 June 1977.

the average hourly demand on a peak weekday at the Apparel Mart. The City Planning Department suggests that loading dock facilities should be designed for average hourly demand and not peak hour demand[1].

Truck traffic on Jessie would be able to flow without delay during average loading/unloading hours at the Apparel mart, assuming there is no illegal parking.

At certain peak truck loading/unloading times (3-7 hours a week), it may be necessary for trucks to wait (or to unload) on Jessie Street until one of the Apparel Mart berths opens up. Depending on where the trucks park, through traffic on Jessie Street may be delayed.

D. CLIMATE AND AIR QUALITY

1. Climate

An analysis of potential wind impacts (see Appendix B, page 185) concluded that wind accelerations caused by the proposed building would not adversely affect pedestrian areas near the site. The building would cause a decrease in winds along Jessie Street.

At 1:00 p.m. during summer the shadow cast by the proposed building would shade the Jessie Street pedestrian entrance and the Pacific II driveway off Fourth Street (see Figure 26, page 114). The new shadow would not extend to pedestrian areas along Fourth Street.

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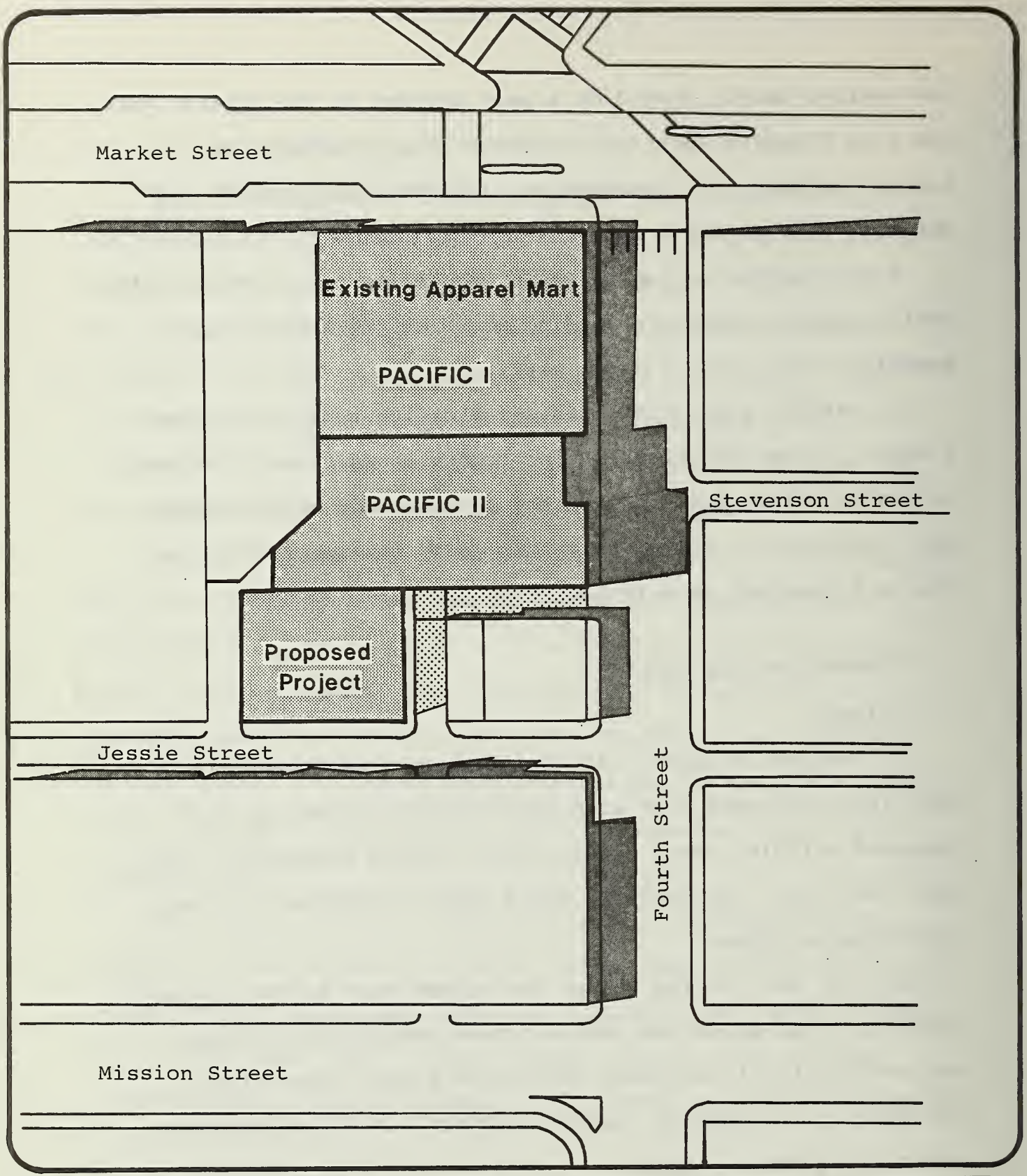
[1]San Francisco Department of City Planning, Approaches for Resolving Issues of Downtown Conservation and Development, Appendix G, September 1980.



Shadow Patterns Summer 1p.m. P.S.T.

EXISTING

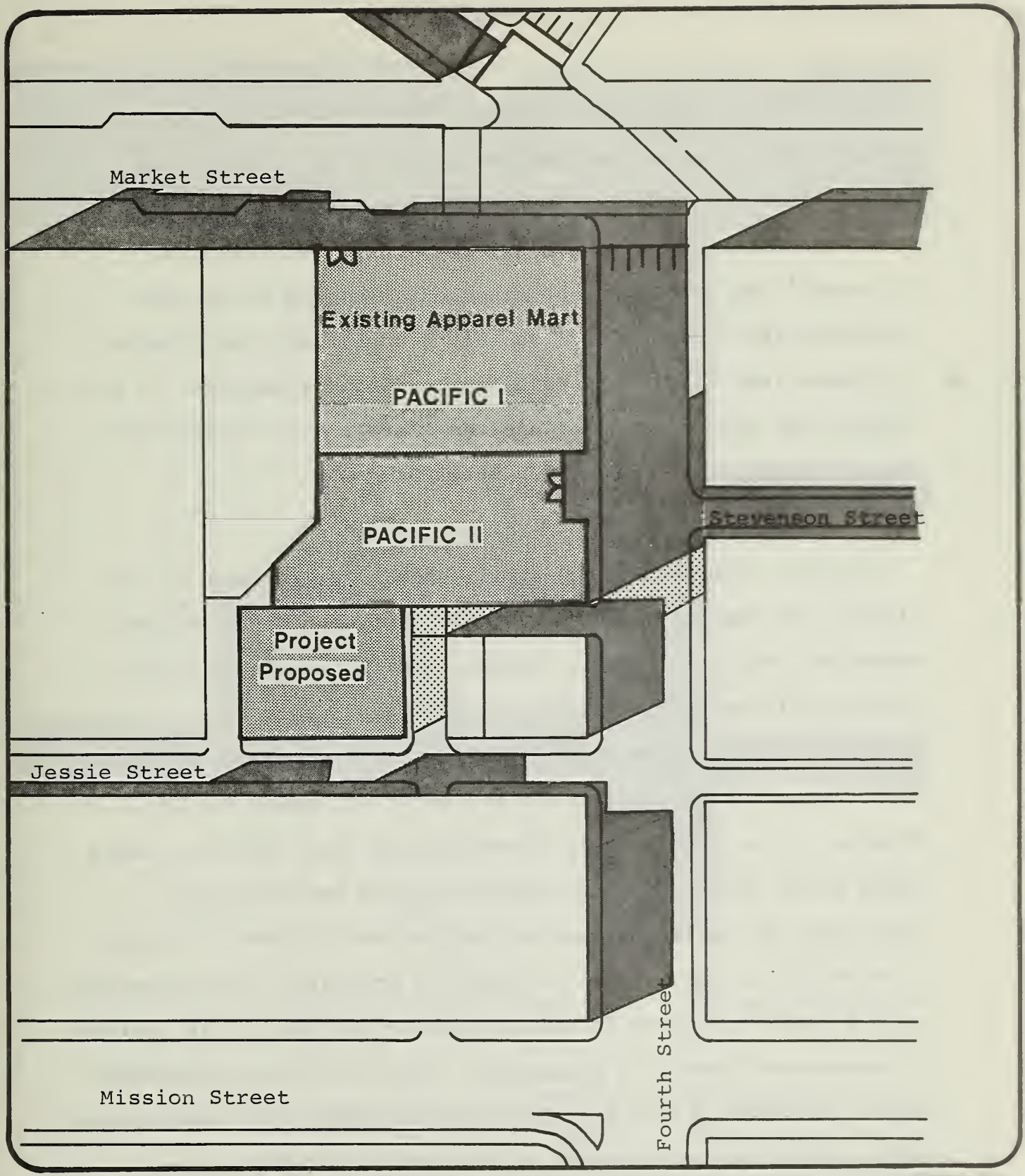
NEW

North

0 25 50 100

Scale Feet

Figure No. 26



Shadow Patterns
Spring/Fall 1p.m. P.S.T.

EXISTING

NEW

North

0 25 50 100

Scale Feet

Figure No. 27

At 1:00 p.m. in spring and fall the project would cause a new shadow to extend across the Jessie Street Pedestrian Entrance and across Fourth Street to the sidewalk south of Stevenson Street (see Figure 27, page 115). At 1:00 p.m. in winter[1] the entire street area near the site is already in shade; the project would therefore not affect the climate in winter (see Figure 28, page 117). During afternoons in all seasons the project would shade the 12 full-size windows on the west side of the Victorian Hotel.

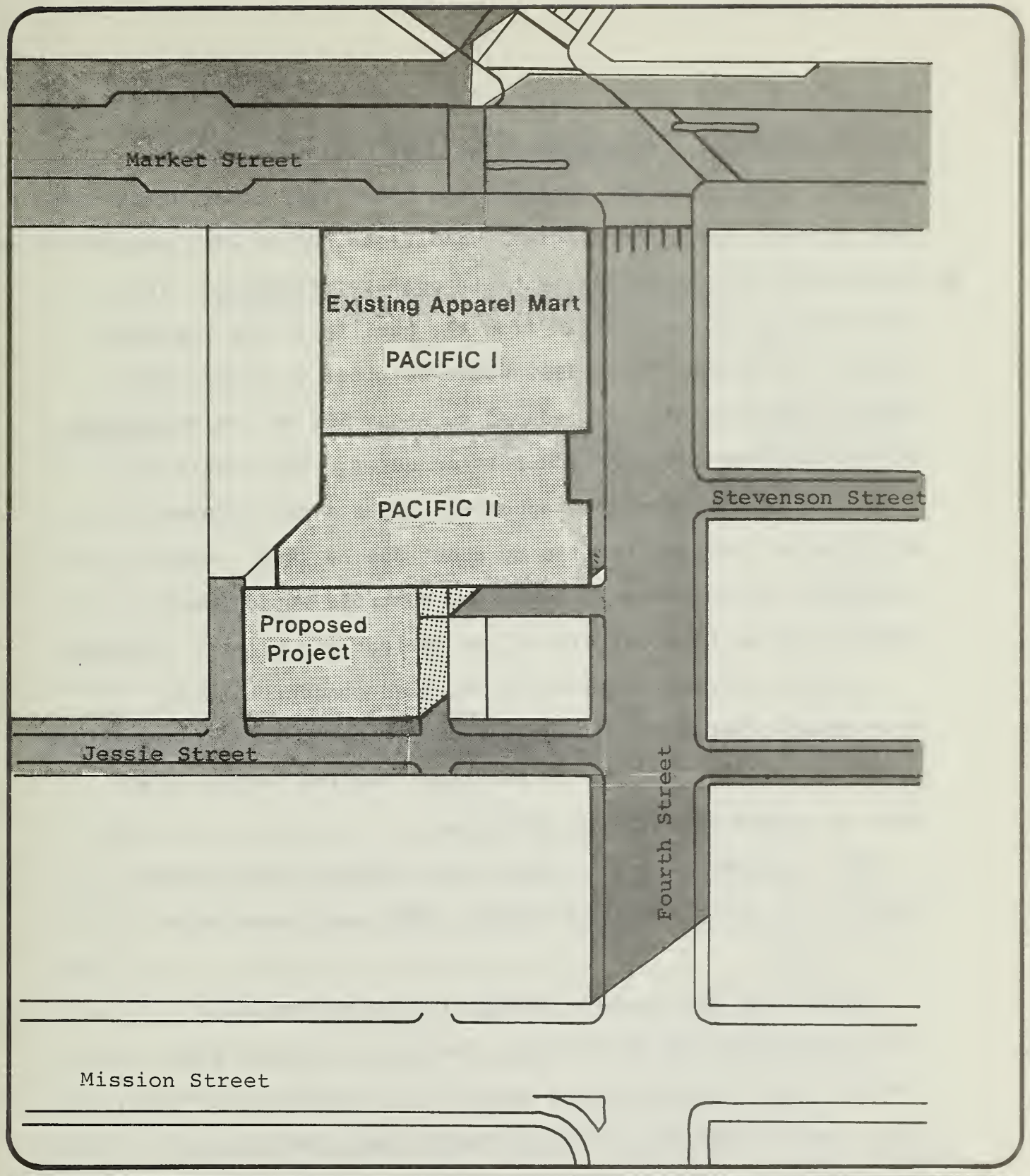
2. Air Quality

Construction activities would generate pollutants in the vicinity of the project. Trucks and equipment would release emissions that could affect pedestrians and people in neighboring buildings during construction hours.

Direct atmospheric emissions from the project would result from combustion of natural gas for water and space heating. Natural gas is a relatively clean-burning fuel, and no visible fumes would occur. Exhaust gases would be emitted at the 19th floor of Pacific II and at rooftop and diluted to concentrations below the ambient air quality standards before reaching ground level, but such emissions would contribute to an increase in background levels of pollutants. Odors could be noticeable within portions of the building should a sewer pipe leak (e.g., poor connection or puncture) or equipment malfunction.

The project would act as an indirect source of atmospheric emissions by, for example, attracting auto traffic. On the local scale, carbon monoxide (CO) is the most important pollutant

[1] A "worst case" situation.



Shadow Patterns Winter 1p.m. P.S.T.

EXISTING

NEW

North

0 25 50 100

Scale Feet

Figure No. 28

emitted by autos. An analysis[1] of 1980 CO levels at the Mission - Fourth Street intersection found that under worst-case traffic and meteorological conditions, CO in 1982 concentrations reach about 60% of the ambient air quality standards. With the addition of new traffic from the Pacific II and proposed project buildings, CO in 1982 would be about 4% higher than without the project, but reduced to about 50% of the standards due to improved emission controls on autos. The cumulative impact of six proposed and approved projects in the area would be to increase traffic by about 30% by 1988. The increased effectiveness of emission controls would lower concentrations to about 43% of the ambient air quality standards.

Similar effects would occur for lead concentrations. Prediction of roadside concentrations is not possible; however, lead levels will continue to decrease, despite project traffic, as leaded gasoline is phased out.

The regional impact of the project would be due to the increase in Vehicle Miles Traveled (VMT) associated with the project.

Based upon the project transportation estimation of trip generation and destination, the daily regional VMT increase due to the proposed project is estimated at 47,100. With updated composite emission factors supplied by the

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[1]Bay Area Air Quality Management District, Guidelines for the Bay Air Quality Impact Analysis of Projects, June 1975, as updated by Mike Kene of the Bay Area Air Quality Management District, telephone conversation, 2 November 1980.

Bay Area Air Quality Management District and on the assumption of an average trip speed of 25 mph, total regional emissions from the project traffic have been estimated in Table 21, page 119.

TABLE 21
Regional Automobile Emissions (tons/day)

Pollutant	1982 Project Emissions (Pacific III Only)	1982 Regional Emissions[1]
Carbon Monoxide	1.13	1,500
Hydrocarbons	0.09	950
Nitrogen Oxide	0.11	800

[1]Bay Area Air Pollution Control District, Air Pollution and the San Francisco Bay Area, June 1977.

The above increase in regional emissions would result in a degradation of regional air quality. Of particular importance are the increases in hydrocarbons and oxides of nitrogen which result in the formation of photochemical oxidants (ozone). A recent study of regional air quality[1] found that photochemical oxidant would be a persistent problem in the future, and that reductions in hydrocarbon and oxides of nitrogen emissions would be necessary to attain the federal standard for photochemical oxidant in the Bay Area. The project's emissions represent an increase of at most 0.07% in regional emissions of carbon

[1]Association of Bay Area Governments, 1979 Bay Area Air Quality Plan, January 1979.

monoxide, hydrocarbon and oxides of nitrogen. Photochemical oxidant modeling conducted for the proposed Yerba Buena Center[1] found that the emissions from that project would result in no measurable change in Bay Area oxidant concentrations at the locations of highest oxidant levels. The regional emissions for the proposed project would be on the order of 5-10% of those for the Yerba Buena project; therefore, no measurable effect on regional oxidant concentrations would be anticipated.

Since photochemical oxidant reactions are such that peak ozone concentrations occur several hours after hydrocarbons and nitrogen oxides are emitted, it is not expected that the project would have an oxidant effect in San Francisco itself.

Indoor air within the proposed building would be affected by cigarette smoking and off-gases generated by some building materials. Cigarette smoking generates particulates and carbon monoxide, while building materials are known to generate radon, a radioactive gas, and organic gases such as formaldehyde. The human exposure to these pollutants is primarily determined by the rate of ventilation.

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[1]San Francisco Department of City Planning and San Francisco Redevelopment Agency, Final Environmental Impact Report, Yerba Buena Center, EE.79.220, 1978.

E. NOISE

Construction noise in the City of San Francisco is regulated by the noise ordinance.[1] The ordinance states:

> "... it shall be unlawful for any person including the City and County of San Francisco, to operate any powered construction equipment, regardless of age or date of acquisition, if the operation of such equipment emits noise at a level in excess of 80 dBA when measured at a distance of one hundred (100) feet from such equipment or an equivalent sound level at some other convenient distance.
>
> "The provisions of sub-sections A and B of this section shall not be applicable to impact tools and equipment[2] provided that such impact tools and equipment shall have intake and exhaust mufflers recommended by the manufacturers thereof and approved by the Director of Public Works as best accomplishing maximum noise attenuation, and that pavement breakers and jack hammers shall also be equipped with acoustically attenuating shields or shrouds recommended by the manufactuers' thereof and approved by the Director of Public Works as best accomplishing maximum noise attenuation. In the absence of manufacturers' recommendations the Director of Public Works may prescribe such means of accomplishing maximum noise attenuation as he deems to be in the public interest."

The ordinance further requires a special permit for construction after 8 P.M. and before 7 A.M. Construction of the Pacific III Apparel Mart building would last about 14 months. Concrete chipping would last about 1 week, followed by 3 to 5 months of steel work and then about 2 months of concrete work (4 months would occur concurrently with steel work).

Construction noise levels would fluctuate measurably depending on the following variables: the duration of each piece

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[1]City Ordinance 274-72, Regulation of Noise, adopted 10 August 1973.

[2]No piledriving would occur with the construction of the proposed project as the foundation has already been built.

of equipment's use; the type(s) of equipment used during a particular operation; the noise level emitted during a piece of equipment's operation; the mobility of the equipment (e.g., the noise source might be a stationary air compressor or a truck); the distance between the noise source and the receptor; and the noise propagation characteristics of the path between the noise source and the receptor (e.g., shielding by a barrier or intervening building would result in a reduced noise level at the receptor). Worst-case noise impacts associated with this construction process have been estimated.

Construction would begin with concrete chipping, generating sound levels of about 90 dBA at 50 feet. During the erection of the building, the noise of impact wrenches--about 95 dBA at 50 feet-- would be the primary noise source. Other noise sources would include concrete pumpers, compressors, a fixed-leg crane, engine generators, power saws, etc. The generators and concrete pumpers were measured during our noise measurement survey; these pieces of equipment generate sound levels of about 80 dBA at 50 feet.

The Victorian Hotel, located about 40 feet east of the project site, is the nearest and most sensitive receptor to the construction noise. Noise from the impact wrenches could reach levels of about 70 dBA inside the rooms facing the construction site. The other equipment on the site could generate sound levels of about 60 dBA inside the rooms facing the construction site. This level of noise could cause intermittent speech and activity interference and sleep disturbance for persons resting during the daytime. As construction proceeds to the

upper third of the structure (floors 20 to 30) and noise sources are restricted to that area, the noise levels in the Victorian Hotel rooms facing the site would diminish 5 to 10 dBA. Construction truck traffic would not noticeably affect the character or level of the noise environment along the access routes.

F. ECONOMIC AND FISCAL

1. Economic Activity and Employment

a. Rental Space

The proposed project is part of the San Francisco Apparel Mart complex. The existing Pacific I building and the Pacific II building under construction support a cluster wholesale apparel activity, recognized as San Francisco's Apparel Mart. Because this mart is already established within the area, it is an anchor for San Francisco's wholesale trade. Appendix E indicates that there is strong market support for the expansion of the San Francisco Apparel Mart. The proposed project would contribute to meeting the market demand for expansion, and would draw customers from an area ranging from Oregon to the Central Valley in California and from southern Idaho to Hawaii.

b. Construction Employment

An estimated $27,000,000 (1980 dollars) would be spent during construction ($21,000,000 for the shell and $6,000,000 for interior improvements). Assuming labor costs for the shell are about 40% of the total ($21,000,000 x 40% = $8.4 million)

and labor costs for the interior are about 50% of the total ($6,000,000 x 50% = $3 million) including direct wages, payroll taxes and fringe benefits, about $11.4 million would be spent on labor.[1] Assuming an annual cost, including wages, taxes and benefits, of $28,000 per construction worker, a total of about 400 person years of construction labor would be generated. Project construction would be expected to take place over a 14 month period; therefore, average construction employment would be about 340 full-time jobs at any one time during construction. Peak employment would be about 360 persons. Additional short-term employment in design, engineering, planning, environmental legal services and marketing also would be generated.

Secondary temporary employment would be generated due to demands for goods and services by construction workers and their families and in the construction materials supply industry. These secondary jobs could be estimated on the basis of a 1 to 1 ratio or 1 secondary job for every direct construction job.[2] This would be the equivalent of 400 full-time 1-year jobs in the region.

c. Permanent Employment

Rentable space would total about 265,600 square feet. Because of the unique nature of the apparel trade, actual

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[1]Steve Lyon, project architect, Whisler-Patri, telephone conversation 10 September 1980.

[2]This construction multiplier has been used for several downtown construction projects in San Francisco. (Daon EIR, EE79.57, March 1980.)

full time employment in the proposed building may be in the range of 600-700.[1] (This would include about 30 service and janitorial employees.) The estimated buyers and visitors on a busy day could number from 700-900.[2] Approximately 530 tenants for the proposed project are estimated. The three structures comprising the Apparel Mart complex could generate 1,300 to 1,400 employees.

d. Rents

Space in the proposed Pacific III would be expected to rent from about $1.60 to $2.00 per square foot per month, or $19 to $24 per square foot annually. Current rates for office buildings in the area are in the range of $19 to $24.

2. Fiscal Revenues and Costs

a. Assessed Valuation and Property Tax

Based on replacement costs, the minimum fair market value of the proposed project would be approximately $33 million in 1980 dollars.[3] Assuming the property would be assessed on the basis of full replacement costs, the assessed value of the project would be $8.25 million. Total annual property

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[1]Based on a ratio of 1.22 employees per tenant, and 1 tenant per 625 gross square feet (currently projected in Pacific II).

[2]Chen Shih-tso, President, Rede Investment Corp., telephone conversation, 5 November 1980.

[3]Full replacement cost estimates include the interim financing and leasing costs as well as construction cost. See Appendix D, page 178.

taxes would be $330,000 at 1% of full value allowed under Proposition 13 (or $4.00 per $100 assessed value), plus an additional levy for the repayment of existing bonds previously approved by the electorate (the current total rate for the 1979-1980 fiscal year is $4.97) leading to a total of $410,000. It is not known at present how the property taxes would be distributed in the fiscal year 1980-1981 under the provision of Assembly Bill 8 and Proposition 4. Applying the 1979-1980 rate, San Francisco could receive from $280,000 to $349,000 from the project (85% of the total composite property tax revenues). Subtracting the market value of the existing land and improvements on the project site which total about $500,000, the net addition of the San Francisco property tax base would be about $32.5 million. The net increase over existing composite property tax revenues to San Francisco would be between $275,000 to $343,000.

b. Other Local Revenues

The project would generate new payroll, business and utility users taxes which could accrue to San Francisco. Table 22, page 127, is a summary of estimated project-generated tax revenue.

Potential increased revenues to San Francisco could range from $352,000 to $436,000; however, this range is subject to a number of variables that could affect the estimate:

- Property tax distribution could change in ensuing years

Table 22

Estimated Project Revenues at Full Occupancy
(1980 dollars)

	Current Revenues	Total	City/County[1]	Net Change City/County
Property Tax	$24,900	$330,000 to 410,000	$280,000 to 349,000	$255,000 to 324,000
Payroll Tax[2]	-	71,000 to 83,000	71,000 to 83,000	71,000 to 83,000
Gross Receipts Tax[3]	-	11,000 to 14,000	11,000 to 14,000	11,000 to 14,000
Utility Users Tax[4]	-	15,000	15,000	15,000
	$24,900	$427,000 to 522,000	$377,000 to 461,000	$352,000 to 436,000

[1]Assumes property tax distribution as in 1979-1980; it may be slightly different in the ensuing years. The San Francisco Unified School District and Community College District, Bay Air Quality Management District and BART would also receive property tax revenues. The ranges are based on 4% (under Proposition 13) and 0.97% (based on bond payments), which will change in several years.

[2]Estimated on 60% of employee wages eligible, average annual salary of $18,000 and 1.1% tax (1980 rate).

[3]Based on net rentable space at $19 to $24 per square foot at the rate of $2.20/$1,000 of gross rental receipts.

[4]Water. The estimated annual water bill for the completed project is $31,200 (2,000,000 cubic feet/year @ 41.4¢/100 cubic feet, plus $1.15 sewer service charge/100 cubic feet). Tax @ 5% = $1,560.00.

PG&E. The total annual PG&E bill is estimated at: $197,400 for electricity (@4.5¢/kwh) and $14,100 for gas (@29¢/therm). Totals based on annual consumption figures projected in Section III.H, Energy Impacts. Tax @ 5% = $10,600.00.

Pacific Telephone. The estimated annual telephone bill is $53,000, a figure which would vary considerably with the type of office tenant. This estimate assumes a monthly telephone bill of $1,000/5,000 leasable square feet. Tax @ 5.5% = $2,900.00.

Total Utility Tax = $15,000.00.

- Payroll tax could vary according to the salaries of the employees in the proposed project
- Rents may change, thereby affecting the gross receipts tax
- Costs for utilities, particularly telephone, are also variable.

In addition, there are indirect revenues that could accrue to San Francisco in the form of sales tax from items purchased by those employees at the proposed project who are filling new jobs in San Francisco (i.e., people obtaining employment in San Francisco for the first time.) The proposed addition to the Apparel Mart may result in a further expansion of the San Francisco and Bay Area apparel industry, which could increase revenues indirectly associated with the proposed project.

c. Municipal Costs and Net Revenues

Costs to San Francisco for providing municipal services to the proposed project are difficult to quantify. Existing services near the site can accommodate the proposed project without additional facilities and/or manpower, assuming that the project is constructed in accordance with the public codes. Existing public works costs for street repair, drains, lighting and cleaning would not measurably increase. Police and fire protection costs would not increase due to the proposed project.[1]

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[1]James D. Shannon, Deputy Chief of Police Administration, San Francisco Police Department, telephone conversation, 8 September 1980; and Robert Rose, Chief, Division of Planning and Research, San Francisco Fire Department, telephone conversation, 4 September 1980.

User charges for water and sewer would cover the cost for the expansion of such services.

Cost increases would be expected for MUNI, SamTrans, BART and Golden Gate Transit. Capacity increases are based on the anticipated revenues projected by the transit districts. In the context of community downtown employment growth, a cumulative fiscal impact on MUNI could occur.

It would be expected that the project revenues to San Francisco would exceed the incremental costs directly attributed to the project.[1]

G. COMMUNITY SERVICES AND PUBLIC UTILITIES

1. Police

Several security measures would be used for the proposed project. An electronic door security control system that monitors all tenant doors would be installed. Security measures that are currently utilized in the Pacific I and will be utilized in Pacific II (i.e., security guards at public lobbies), would be extended to the proposed Pacific III building.

The most likely impact of this project on police services would be services required as a result of traffic accidents

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[1]The issue of development in downtown San Francisco and the extent to which associated costs/benefits can be quantified is contingent on the limited data available and the assumptions made in such an analysis. Municipal service levels may change, particularly if the City and County provide services to the downtown area on a cost/benefit basis. The MUNI benefits to riders can be affected by the level of general revenues, the possible enactment of a transit development impact fee (currently proposed by draft ordinance at $5 per gross leasable square foot of office space), the use of flex-time by offices, and the fact that the capital costs of new vehicles are federally financed.

caused by project-related traffic. It is not anticipated that the project's demand for police services would require additional manpower or equipment.[1]

2. Fire

An underground fire service line has been provided from a separate connection to the street water mains.[2] Fire service lines are required for the combination standpipes and sprinkler sytem throughout the building.

Annual consumption of water on this service would be limited to sprinkler flow alarm testing unless there is a major fire in the building. Self-contained fire and life safety systems consisting of sprinklers, alarms and smoke removal systems would be provided as required by Section 1807 of the San Francisco Building Code.

Adequate water supplies exist on site and the water distribution system on Fourth and Jessie Streets would be adequate to supply the building's fire protection water needs. The proposed project would have additional water storage tanks for fire protection. The San Francisco Fire Department anticipates no unique highrise fire-fighting problems for the proposed project that would require any additional equipment or manpower.[3]

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[1]James D. Shannon, Deputy Chief of Police Administration, San Francisco Police Department, telephone conversation, 8 September 1980.

[2]Robert Rose, Chief, Division of Planning and Research, San Francisco Fire Department, telephone conversation, 4 September 1980.

[3]Ibid.

3. Water

Domestic water could be provided from existing Water Department mains. No enlargements or relocations of mains would be required for the project. Water for the proposed building would be received from the existing 4-inch water main located along Fourth Street.[1] Any costs required to install water service would be borne by the project sponsors.

Water service for the proposed project is required for domestic uses and for cooling tower operations. Estimated water demand for the project would be 46,500 gallons per day (gpd). This is equivalent to 0.05% of the approximate daily San Francisco water use of 85 million gallons per day.[1]

4. Sewer

Potential sewer loads from the project would be generated from domestic uses, cooling tower bleed and rainfall. All sewage generated by the project would be transported to the North Point Treatment Plant for processing until the City's new wastewater treatment program is implemented and sewage is treated at the Southeast Treatment Plant.[2] Approximately 35,000 gallons per day of sewage would be generated by the proposed project. Therefore, if the proposed project is completed

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[1]John Kenck, Manager, City Distribution, San Francisco Water Department, telephone conversation, 3 September 1980.

[2]Nathan Lee, Engineering Associate, Division of Sanitary Engineering, San Francisco Department of Public Works, telephone conversation, 16 September 1980.

it would increase the amount of sewage treated at the Northpoint Plant on a dry-weather day by 0.07%.

The San Francisco Department of Public Works considers the sewer mains and sewage treatment plant serving the proposed project to be adequate to handle its generated wastewater.[1]

5. Solid Waste

According to the guidelines developed by the State Solid Waste Management Board, the proposed project would generate approximately 1.3 tons of solid waste per day.[2] This compares to Golden Gate Disposal Company's current daily volume of over 1500 tons.

Golden Gate Disposal anticipates no difficulty with providing service to the proposed building. Since service would already be provided for the Pacific I and II buildings, the impact of the proposed project would be minimal. It is possible that no additional collections would be required for the proposed Pacific III building.[3]

6. Telephone

PT&T anticipates no problem with providing telephone service for the proposed building. Service would be provided on the

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[1]Nathan Lee, Engineering Associate, Division of Sanitary Engineering, San Francisco Department of Public Works, telephone conversation, 16 September 1980.

[2] State of California Solid Waste Management Board, Solid Waste Generation Factors in California, 1974.

[3]Fiore Garbarino, Golden Gate Disposal Company, telephone conversation, 3 September 1980.

same line that will be installed for the Pacific II building. Therefore, no new service lines would need to be installed for the proposed building.[1]

The Victorian Hotel presently receives television signals from Sutro Tower with a roof-top antenna. The proposed project would interfere with signal reception and could mean that the main Bay Area stations would not be available to Hotel residents.

H. ENERGY

Pacific Gas and Electric Company (PG&E), would be able to provide gas and electric service for the proposed project without having to upgrade its existing mains. Gas service would be provided by linking up with the gas line installed to serve Pacific II.[2] Therefore, no construction off the project site would be required. To provide electric service, a transformer vault would have to be installed along Jessie Street. During installation of the transformer vault, Jessie Street would not be required to be closed.[2]

The consumption of energy would be partially regulated by individual controls in each office. Energy would be consumed for a variety of purposes during the lifetime of the proposed building. Gasoline, diesel fuel and electricity would be consumed during construction, and ultimate removal (i.e.,

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[1]Gayle Parish, Engineering Manager, Pacific Telephone and Telegraph, telephone conversation, 9 September 1980.

[2]Robert Fohlen, Industrial Power Engineer, Marketing Division, PG&E, telephone conversation, 8 September 1980.

for when the building is torn down), electricity and natural gas would be consumed to operate and maintain the building, and gasoline would be consumed by project-related traffic. Following is a discussion of the expected energy consumption impacts for each of these components.

Construction

One method of calculating the energy that would be consumed in constructing the proposed building would be to total the energy costs of all materials and all equipment used during construction. A less precise but more practical procedure is to use a gross energy consumption per dollar cost ratio.[1] Based on a construction cost of $27 million,[2] it is estimated that 480 billion BTU[3] of energy would be consumed during construction of the proposed project. This includes energy consumed on the site and energy consumed to fabricate building materials. This estimate is equivalent to the amount of energy in 78,700 barrels of crude oil.

Operation

Electricity would be used primarily for lighting and for operating the heating, ventilating and air conditioning (HVAC) system. The project's estimated average monthly electrical consumption would be about 366,000 kilowatt hours (kwh) per month, equivalent to 1.38 kwh or 4,700 BTU per square foot of rentable floor area per month.[4] This compares to estimated

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[1]Tetra Technology, Inc., Energy Use in the Contract Construction Industry, Arlington, Virginia, 1975.

[2]Includes shell and interior construction. Does not include construction of foundation which was built as part of the Pacific II project.

[3]BTU = British Thermal Unit. The energy required to raise one pound of water from 59° to 60°F.

[4]Thomas Barfield, electrical engineer, Electrical Design Consulting memo to EIP on estimates of electrical consumption to operate the proposed project, 8 September 1980.

values contained in other environmental impact reports of 1.4, 1.8 and 2.5 kwh per square foot per month for highrise projects at 333 Market,[1] 444 Market[2] and 595 Market,[3] respectively. Average daily (August) and annual load distribution curves for electrical energy consumption are given in Figure 29, page 136.

Gas would be used primarily to heat water. The estimated average consumption of natural gas for the proposed project would be 405,000 cubic feet per month, equivalent to 430 million BTU per month, or 53 BTU per net square foot of floor space per day. Average daily (January) and annual load distribution curves for natural gas are given in Figure 30, page 137. Actual gas consumption cannot be precisely determined until the tenants are known after building construction. Figure 30, hourly consumption is based on a 12-hour use period (6 A.M. to 6 P.M.).

Total annual electrical and natural gas consumption used to operate the building would be approximately 20 billion BTU. This estimate represents the amount of "at-project" energy that would be consumed annually to operate the proposed building. In addition to this an additional amount of energy is required to produce electricity. Every output of 1 BTU of electrical energy requires a total of 3 BTU of input,

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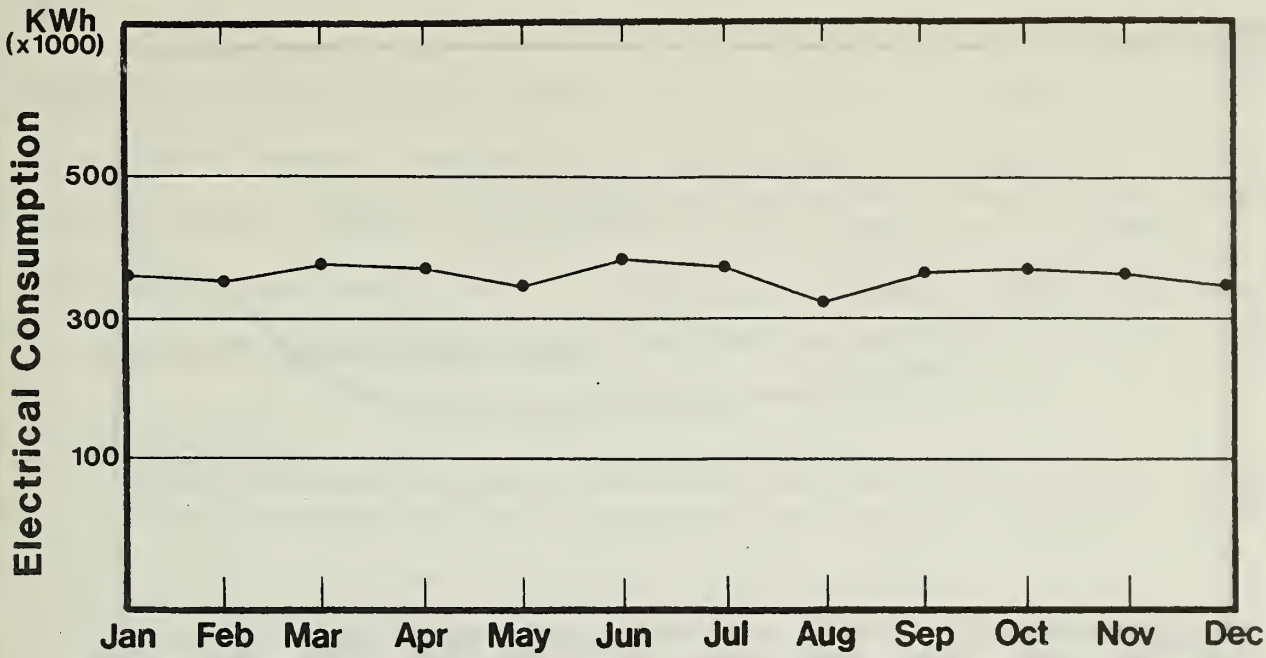
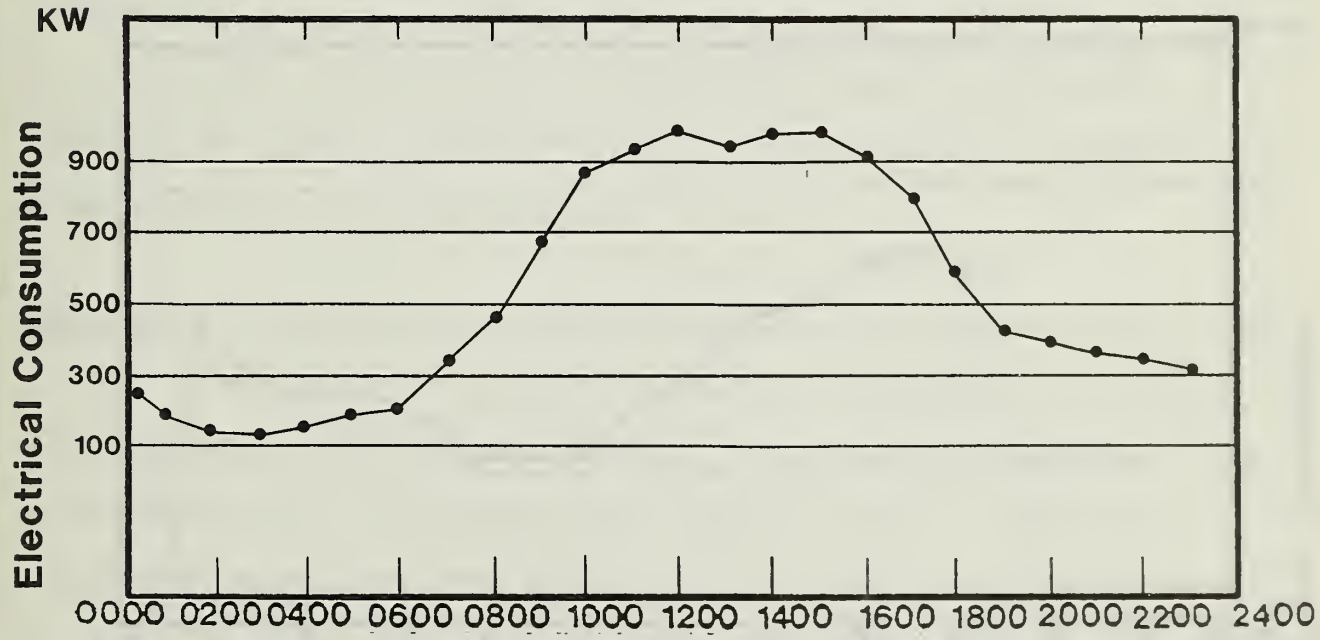
[1]San Francisco Department of City Planning, Final EIR High Rise Office Building, EE 74.224, 27 September 1975.

[2]San Francisco Department of City Planning, Final EIR 444 Market Street, EE 74.253, 6 March 1975.

[3]San Francisco Department of City Planning, Final EIR 595 Market Street, EE 74.322, 10 November 1975.



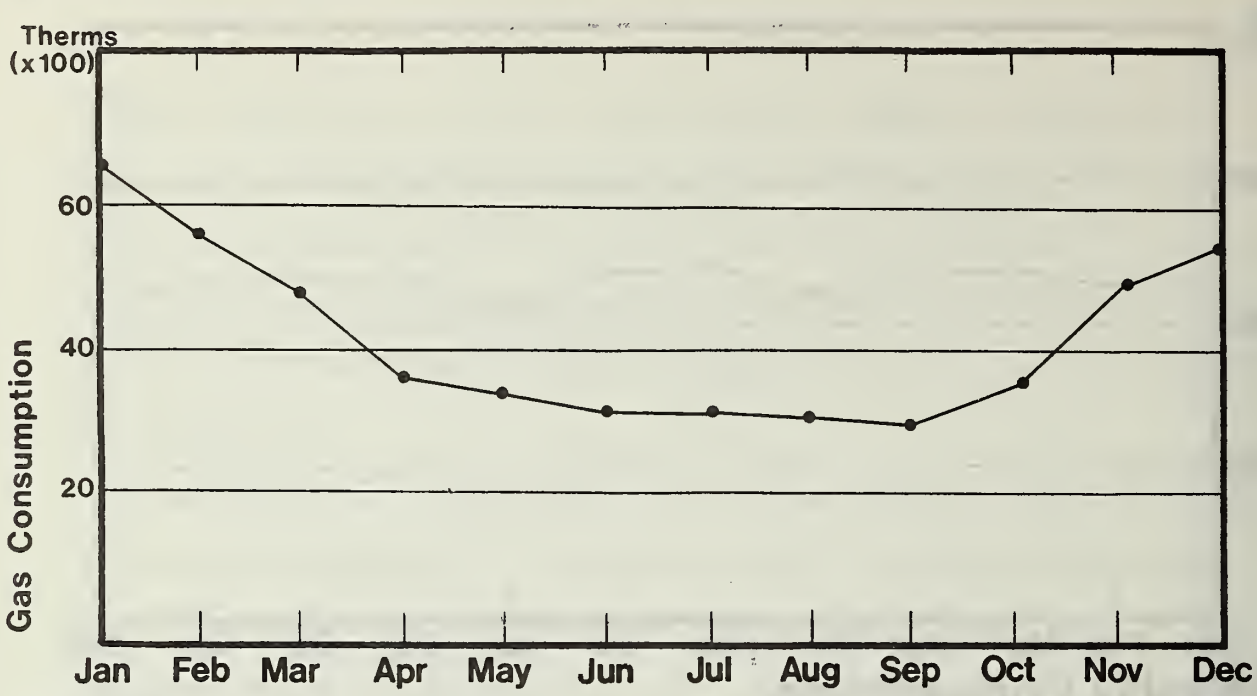
Monthly Consumption



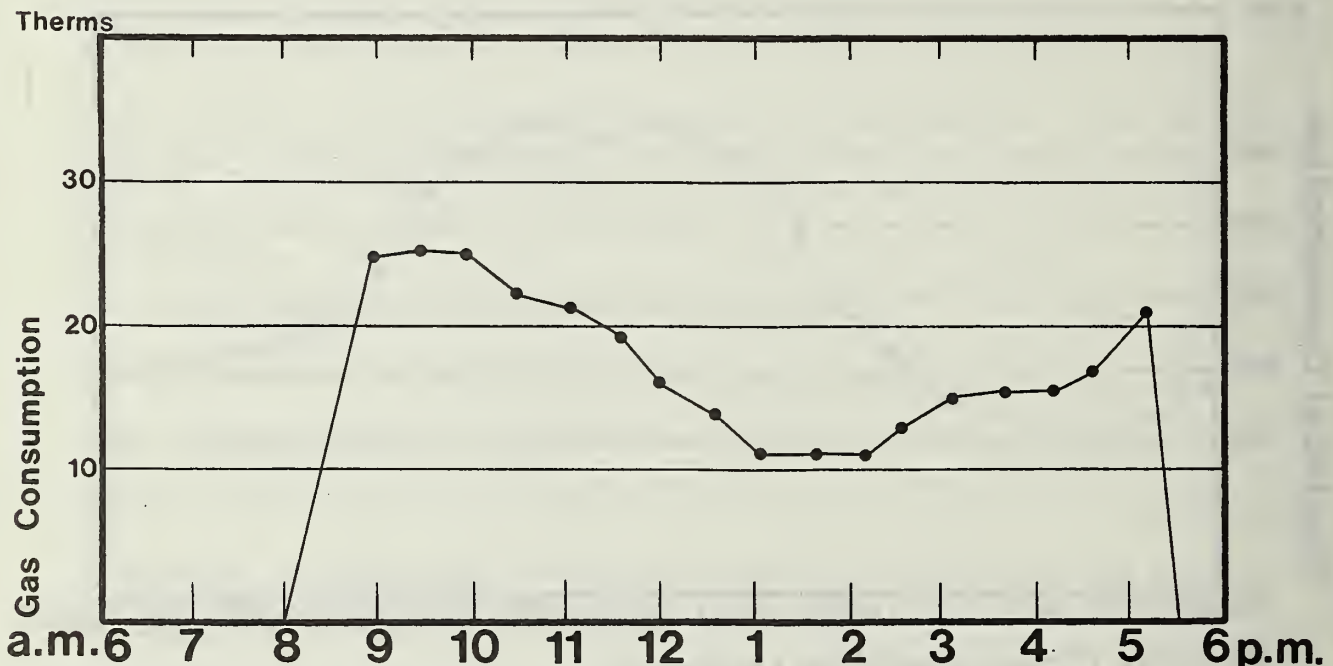
Hourly Consumption (August)

Estimated Electrical Consumption

Figure No. 29



Monthly Consumption



Hourly Consumption (January)

Estimated Gas Consumption

Figure No. 30

resulting in a loss of 2 BTU. For the proposed project this "at-source" energy loss would be approximately 30 billion BTU per year. This is equivalent to the amount of electrical and natural gas energy that is annually consumed by 200 households in the San Francisco Bay Area.

Transportation

Energy consumption for transportation purposes would result from two main sources: project-related automobile traffic and project-related public transit traffic. Based on estimates made in the traffic study for this proposal, 38.7 billion BTU of energy (310,000 gallons of gasoline) would be annually consumed by project-related automobiles, and 0.74 billion BTU of energy (6,000 gallons of gasoline) would be annually consumed by public transit vehicles used by project-related commuters.[1]

Removal

It is difficult to predict the energy consumption of demolition methods in the distant future. If demolition methods were similar in their energy use characteristics to current construction methods, the energy cost of removal of the proposed

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[1]California Department of Transportation, An Interim Procedure to Evaluate Transportation Energy, CA-DOT-TL-13-76-31, 1976. The project would be about 58 billion BTU, compared to 425 billion BTU in construction.

project would be about 58 billion BTU, compared to 425 billion BTU in construction.[1]

Lifetime Energy Costs

Assuming a 50-year lifetime for the building and using the data presented above, it is estimated that the lifetime energy cost of the proposed project would be 3,510 billion BTU, equivalent to 650,000 barrels of crude oil (1 barrel = 42 gallons). An additional 1,500 billion BTU, equivalent to 278,000 barrels of crude oil, would be required for the production of the building's electrical needs ("at source consumption").

I. HISTORICAL AND CULTURAL RESOURCES

The 30-story proposed structure would be above grade; the foundation is already in place. Any potential archaeological deposits would not be disturbed.[2]

J. GROWTH-INDUCING IMPACTS

The proposed project would reinforce ongoing redevelopment of the central business district fringe. As the project would be located close to convention and accommodation facilities,

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[1]Tetra Technology, Inc., Energy Use in the Contract Construction Industry, Arlington, Virginia, 1975. This estimate is less than the energy consumption for construction because it does not include the energy costs to produce the building materials (construction consumption=cost of materials to construct building. Removal consumption=cost to demolish building).

[2]J.M.Cooper, Regional Officer, California Archaeological Site Survey, letter, 24 September 1980.

and downtown office and retail space, other development may be indirectly encouraged in the project area. This may take the form of other hotel, office, retail, commercial and service-related establishments.

While project-associated impacts of the type described would be of an incremental nature, long-term cumulative effects resulting from many such projects would be more important. These impacts are being investigated in a series of studies on downtown development. The Sedway/Cooke Downtown San Francisco Conservation and Development Planning Program[1] noted that "recent analysis of (land) capacity and demand indicated that there are significant buildable sites available in downtown to accommodate estimated long-term growth.[2] Added consumption of land has obvious housing, landmark preservation and transportation implications. . . The areas most likely to be affected by the increase in land demand are the Tenderloin and mid-Market (Fifth to Eighth streets) area because as the number of available sites inthe C-3-0 area declines, growth can be channeled to these areas. . ."[3]

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[1]Sedway/Cooke, Downtown San Francisco Conservation and Development Planning Program, Phase 1, 1979. (Note that discussion indicates general findings only of this document: for more details the reader is referred to pages 7, 23, 31, 47 and 48 of the report).

[2]Based upon an assumed land supply within the downtown area of 168 acres. (There are 33 additional acres within the Yerba Buena Center project area). Under the current C-3 zoning system, up to 95 million gross square feet of building floor space can be built within the C-3 zone.

[3]Sedway/Cooke, Downtown San Francisco Conservation and Development Planning Program, Phase 1, 1979, page 48.

The report also notes:

"Potential development in downtown would generate a large volume of additional travel. In the near term (this) would be accommodated by changes in downtown travel routines. . . If downtown growth were to reach the long-term estimate, substantial transit improvements and changes in traffic, parking and pedestrians would be required . . . The C-3 regulations would produce major alteration of views from Nob Hill, Telegraph Hill and Potrero Hill. In these latter instances new development would block views through the building masses of downtown and eliminate views of major natural and cityscape features beyond downtown . . . continued growth will have a major impact on citywide and downtown housing. If assumptions in recent EIRs prepared for downtown office developments are correct, there will be 31,000 more downtown employees living in San Francisco by 1985, and 30,000 more by 2000.

"(These figures assume that 40 percent of new employees would reside in San Francisco.) This roughly translates into an increased demand for 17,200 housing units in the City by 1985 and another 16,700 by 2000. This demand would have to be met by displacement of existing residents not employed in downtown, by the construction of new housing units in the City, and by a shift in employment of residents from outside to inside downtown."[1]

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[1]Sedway/Cooke, Downtown San Francisco Conservation and Development Planning Program, Phase 1, 1979, page 48.

The Sedway/Cooke report analyzes some cumulative effects of growth throughout the Downtown; the Apparel Mart expansion into Pacific III would be one element in this overall growth scenario. The proposed expansion of the Apparel Mart may also create a basis for clothing industry-related firms to establish local operations, thereby stimulating growth in manufacturing and support activities. These may be accommodated both within the City and County of San Francisco and elsewhere in the Bay area.

K. COMMUNITY CONCERNS

Several community groups have expressed interest in the proposed project. Their attention has been directed primarily towards increased traffic and pedestrian circulation along Fourth Street. Some concerns were articulated regarding the continued use of the Victorian Hotel as a residential hotel for senior citizens. The Pacific II building is 24 feet to the north of the hotel and the proposed project is about 37 feet to the west of the hotel[1] (the 3-story Fox warehouse is situated between the proposed project site and the Hotel).

Other concerns were stated by residents regarding the extent to which construction noise would disturb occupants of the hotel above the third floor and the views that would be partially blocked by the 30-story tower for those rooms on the west side of the hotel.

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[1]City policy indicates that the structure must still remain a residential facility.

L. HOUSING

The proposed project would generate a demand for housing in San Francisco. The potential tenants of the Apparel Mart are different than the average office worker in terms of residential preferences and commuting habits. A survey of existing tenants at the Pacific I building indicates that about 22% live in San Francisco and the rest commute to the City.[1] The usual standard for downtown office workers is about 40% City residents.[2]

The proposed project is estimated to create employment for about 600-700 people. Based on 22% San Francisco residency about 130 to 155 units may be required.

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[1]"Residency of San Francisco Apparel Mart Tenants", Barbara Kirkpatrick, San Francisco Apparel Mart, 26 January 1981.

[2]315 Howard Street Office Building EIR, EE.79.196, 21 August 1980.

CHAPTER V.

MITIGATION

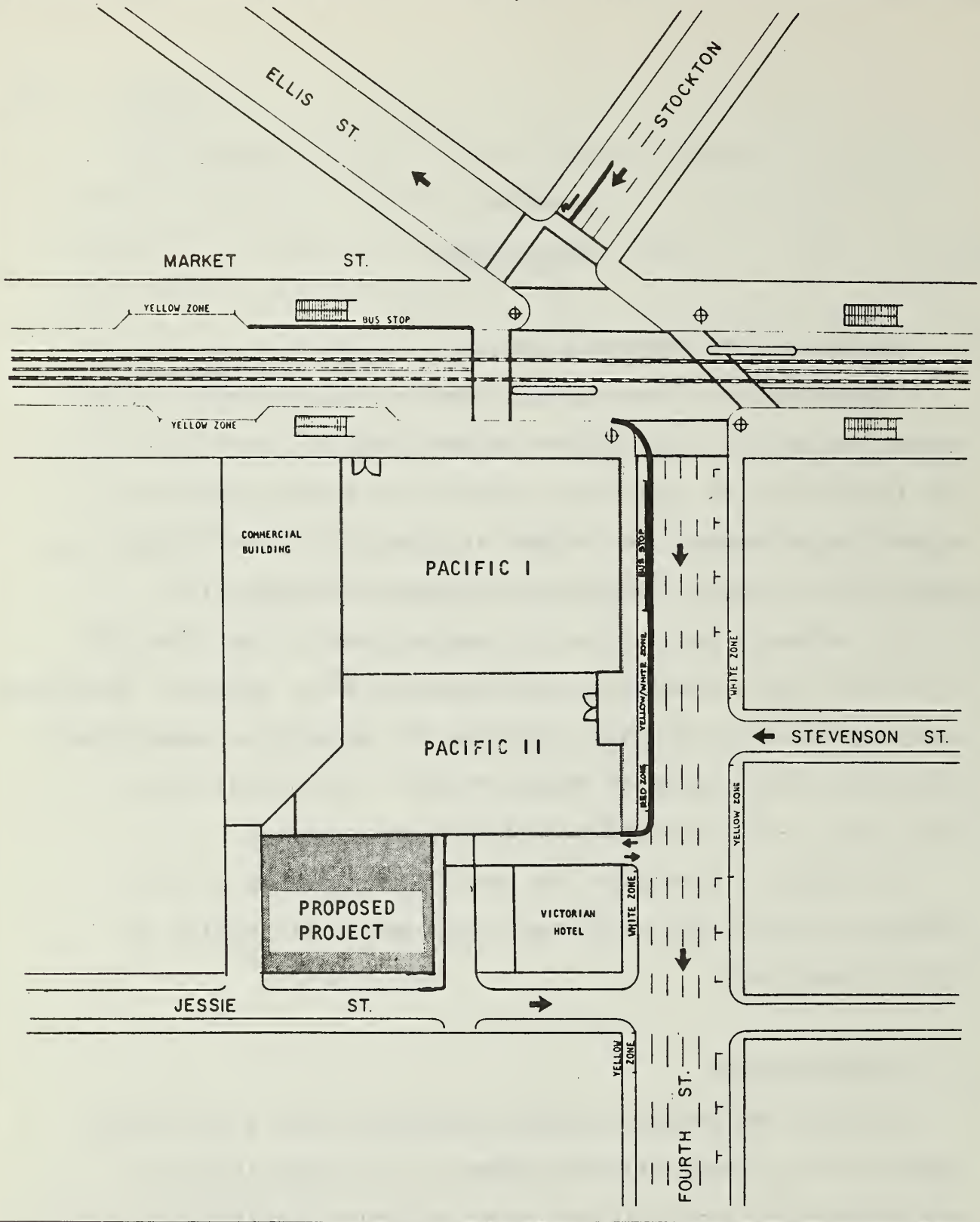
A. VISUAL QUALITY AND URBAN DESIGN

Improvements to the outdoor pedestrian environment would appear warranted. The project sponsors would investigate the feasibility of acquiring a portion of Fourth Street to expand the sidewalk from 10 feet in width to 20 feet (Figure 31, page 144 on traffic, impacts are discussed on page 147). A wider sidewalk would allow for the successful installation of street trees, providing shrub planting area, benches, decorative lighting fixtures and other fixtures for pedestrian convenience relating to the design of Market Street. Pedestrian flow would also be facilitated by widening the sidewalk.

To reduce or eliminate the box-like silhouette of the proposed project, the developer could modify the design of the building top.

B. TRANSPORTATION

Although the proposed project would not have a noticeable impact on the transportation system, it is clear that the cumulative trip generation of this and other committed downtown development would cause impacts on the transportation system. Although it is beyond the ability of any one development to solve the problems of downtown traffic and transit congestion and parking resources, individual developments can pursue



Mitigation Measure : Widen West Sidewalk on Fourth Street

North

0 25 50 100
Scale Feet

Source: DKS Associates

Figure No. 31

certain mitigation measures privately and eventually participate collectively in a large-scale program to improve the downtown transportation system. The City has recognized the potential role of new development in alleviating transportation system impacts and has suggested some basic mitigation strategies.[1] The following mitigation measures would be appropriate for the proposed project:

1. The project sponsors recognize the need for expanded transportation services to meet the peak demand generated by cumulative office development in downtown San Francisco, to which this project would add; therefore, the project sponsor would contribute funds for maintaining and augmenting transportation service, in an amount proportionate to the demand attributable to the project in relation to total demand identified by the City. A funding mechanism to be developed by the City would determine the process for contributions.

2. The project sponsors would encourage transit use by employees in the proposed building by such means as the sale on-site of BART and MUNI passes. The project sponsors would also promote an employee carpool/vanpool system in cooperation

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[1]San Francisco Department of City Planning, Guidelines for Environmental Evaluation - Transportation Impacts, 3 July 1980. A draft ordinance is being reviewed by Staff Committee of the Board of Supervisors to establish a "Transit Impact Development Fee: of $5 for each gross square foot of office use in new development in the downtown area.

with RIDES for Bay Area commuters, or other such enterprises to encourage other means of commuting than the private automobile.

3. Upon completion of the project, the project sponsors would, in consultation with the Department of City Planning, promote a flexible time system for employee working hours and a preferential parking program for carpools and vanpools to reduce peaks of congestion in the transportation system. Because no parking is proposed as a part of the project (although 128 spaces exist in Pacific II), some preferential parking would have to be provided through a lease arrangement at nearby parking facilities.

4. Within a year from completion of the project, the project sponsors would conduct a survey in accordance with methodology approved by the Department of City Planning, to assess actual trip generation patterns of project occupants, and actual pick-up and drop-off areas for carpoolers and vanpoolers. This survey would be made available to the Department of City Planning. Alternatively, at the request of the Department of City Planning, the project sponsors would provide an in-lieu contribution for an overall survey of the downtown area to be conducted by the City.

5. The project sponsors would widen the sidewalk from 10 to 20 feet on Fourth Street (in front of the Pacific I and II buildings) to facilitate increased pedestrian flow, and

visually improve the pedestrian environment (Figure 31, page 144). Widening the sidewalk would remove one traffic lane on Fourth Street.

Fourth Street currently carries four lanes of traffic southbound and two parking lanes. Widening the sidewalk would reduce it to three through lanes with two parking lanes (including the MUNI bus stop).

Stockton Street is the only street directly feeding into Fourth Street at Market. There are currently two through lanes and a bus lane during the peak hour on Stockton Street.

The critical bottleneck section of any downtown street is the approach to an intersection. The portion of the street departing the intersection is not as critical since each through lane on the departing leg has about double the hourly capacity as the approach leg to an intersection (depending on the cross-traffic at the intersection). The major design concern for the departing leg is that it maintains the same number of through lanes as the approach leg so that merging traffic does not back up into the intersection and reduce the capacity of the intersection.

With only two through lanes feeding into Fourth Street it is possible to reduce Fourth Street to three through lanes without affecting the capacity of the intersection with Market Street.

For purposes of increasing the capacity of Fourth Street at its intersection with Mission Street, it is desirable to provide four approach lanes as shown in Figure 31.

6. The use of the loading docks on Jessie Street and the loading facilities for shows in the below-ground levels in the Pacific II building would, to the extent feasible be scheduled to minimize peak-period conflicts.

7. The project sponsors would station a full-time guard at the loading docks (such as the Emporium has on its docks) to act as a flagman directing traffic while the trucks maneuver into the docks. This person would also keep trucks moving at the loading docks, and keep the driveway clear.

8. Passenger vehicles would be required by the project sponsors to use the Fourth Street entrance to the parking garage to unload supplies/apparel. This requirement would be enforced by the guard at the loading docks. All Apparel Mart tenants would be reminded by signs and individual notices of this restriction.

9. The project sponsors would contribute funds (the amount of which could be determined by the City) for the improvement of Jessie Street proportionate to the use of the street by the Apparel Mart.

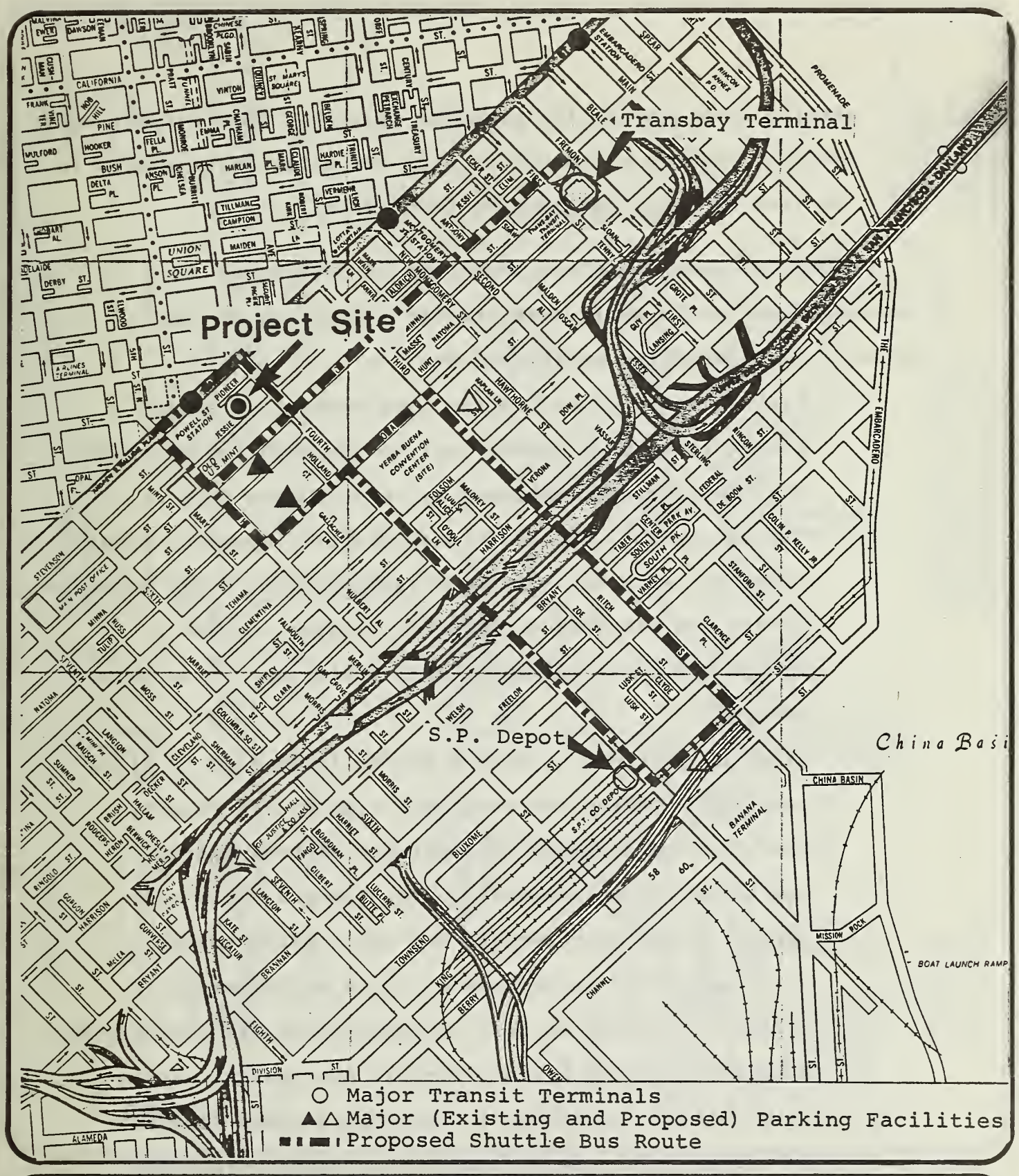
10. The project sponsor would institute a shuttle bus service for buyers and visitors at the Apparel Mart during the Market Weeks when it is anticipated that up to 2,000 buyers, visitors and employees would come to the Apparel Mart for the show between Saturday

and Tuesday of that week. During the weekend, the parking situation in downtown San Francisco is not quite so tight as it is during the weekdays. The major impact of these shows would thus be on Monday and Tuesday of these Market Weeks when visitors and buyers must compete with regular commuters for parking spaces near the Apparel Mart.

A shuttle bus service between the major transit terminals parking garages and Apparel Mart would encourage more transit use by these visitors, and public transit information would be included in brochures announcing the Market Weeks.

A possible route for the shuttle service is shown on Figure 32. The shuttle could make one complete circuit of the route in about 15 to 20 minutes. The shuttle service would stop in front of the Apparel Mart on Fourth Street to pick up and drop off passengers 3 to 4 times an hour during Market Week weekdays. Passenger vans would be used and would operate out of the passenger loading zone in front of the Pacific II building without interfering with MUNI bus operations. If the passenger loading zone proves to be too congested for shuttle operations, a portion of the zone would be reserved exclusively for the shuttle and monitored by an Apparel Mart attendant.

11. The project sponsors would coordinate with the City Parking Authority to attempt to meet the increased demand for additional



Shuttle Bus Mitigation Measures

North

0 500 1000 2000

Scale Feet

Figure No. 32

parking generated by the proposed project. Such efforts would probably include coordination with the other developments in the area in providing parking facilities.

Figure 33 shows possible additions of mitigation measures that would ameliorate traffic congestion on Jessie Street. Such measures would include:

- Opening a mid-block traffic lane connecting Jessie Street to Mission Street next to the Emporium Warehouse. This could be accomplished by removing ten feet of the warehouse. The additional traffic, however, might interfere with the Mission Street bus lane. The Emporium owners and managers would need to agree to such a change and their warehouse wall would need to be reconstructed.
- Widening portions of Jessie Street to 30 feet to allow for legal loading zones on both side of the street. The widening could be accomplished without taking out the existing sidewalks. The gutters could be partly filled with asphalt and still allow normal drainage to the storm sewers. This would make it easier for trucks to pull up onto the existing sidewalk. Existing openings in the sidewalk for freight chutes or elevators would have to be blocked where necessary (as shown on Figure 33) and their covers reinforced to carry the additional weight of the parked cars and vans. About 180 feet of Jessie Street could be widened in this manner between the proposed project

Jessie Street Mitigations

North

0 30 60 120

Scale Feet

Figure No.33

and Fourth Street on the south side and about 90 feet on the north side; it would require the closing of the Victorian Hotel freight elevator. Property owners would have to agree to the loss of service. It is likely that the agreement would be available only if the elevators are no longer in use.

- On each side of Jessie Street, 4½ feet of sidewalk could by physically reserved for pedestrians by the installation of an asphalt curb, concrete bumper blocks, or steel posts the length of Jessie Street.
- Restriping the curbs to allow for less parking
- Additional enforcement of parking controls on Jessie Street by a special traffic control officer (the project sponsors would pay for their fair share).
- Relocation of trash bins on the south sidewalk of Jessie Street in order to keep pedestrian path free of obstruction.

Implementation of these or similar measures to reduce traffic problems on Jessie would entail cooperation and agreement of the owners and business operators affected, and for some measures review by the City Planning Commission for Master Plan conformity, review by ISCOTT, recommendation by the Director of Public Works and approval by the Board of Supervisors.

C. CLIMATE AND AIR QUALITY

The measures discussed in Section V.A, Transportation Mitigation, would also mitigate air quality impacts. These

measures would include carpooling, vanpooling and staggered work hours.

During construction, measures would be implemented to contain dust and other air particles such as plaster, cement, insulation spray, etc., by covering or wrapping areas in plastic and/or canvas shroud. The project sponsor would design the ventilation system to provide a minimum of 0.5 air changes per hour (i.e., refreshed air every 2 hours) in all occupied building spaces. Consideration would be given by the project

sponsors to providing carbon dioxide sensors that increase ventilation rates when needed in conference rooms.

D. NOISE

The provisions of the San Francisco Noise Ordinance will be enforced by the City. As discussed in Section IV.E. Noise, the San Francisco Noise Ordinance requires a special permit for construction at night. Because of the proximity of the Victorian Hotel, construction would be limited to daytime hours.

In order to minimize the noise impact of stationary pieces of equipment such as engine generators and compressors, such equipment would be located by the project sponsor as far away from the Victorian Hotel as possible, preferably on the west side of the site or on ground level between the Fox warehouse and the proposed building. This would reduce the amount of time that high sound levels would be heard at the Hotel, restricting them to intermittent use of impact wrenches, jackhammers, and other impact tools. All internal combustion engines would be fitted with mufflers in good condition. In addition, noise levels would be monitored by the City Public Works Department to determine whether or not those pieces of equipment identified as generating noise levels higher than 60 dBA should be shrouded, relocated, muffled, etc.

The following mitigation measures would be implemented by the project sponsors regarding noise impacts of construction: Meet with the residents and tenants of Jessie Street to determine

if a certain time of day could allow the use of equipment that are sources of high noise levels. The sponsors would hire a noise consultant to determine the most efficient and cost effective means to mitigate noise impacts on the Victorian Hotel with specific emphasis on two alternatives:

- a "sound curtain" that could be hung on scaffolding on the proposed building, or the construction of second window (1/4" plate glass) spaced about 4" on the double-hung windows on the north and west sides of the Victorian Hotel. The windows could be framed on 2 x 4 inch boards which would be bolted to the exterior facade. This treatment would result in attenuating exterior noise to a level of 55 dBA inside.
- Other measures not considered by the project sponsors include: relocating the tenants during the duration of the construction, different means of construction and alternative materials that would generate less noise, and/or some type of compensation to people living in the area.

E. COMMUNITY SERVICES

1. Police

The existing 24-hour security at the Pacific I and II Buildings would be extended to the proposed project.

The project sponsors would meet with the Crime Prevention Bureau of the Police Department to discuss further security measures.

2. Fire Service

The project design would incorporate fire protection measures required by the San Francisco Building Code. These would include a fire alarm system and an alarm equipped to indicate the time and location of a fire, switch on emergency power sources, and control the elevators. Other requirements would be an automatic fire detection system, ventilation for smoke control, a standby power generator, an on-site water supply, and a sprinkler system.

The project sponsor would meet with the Fire Marshal to review building design and proposed internal fire protection measures.

3. Water

Flow control devices would be placed on all faucets, including those in lavatories, and drinking fountains.

4. Solid Waste

A compactor with a minimum capacity of 20 cubic yards would be installed. If necessary, a larger storage box would be installed by the project sponsor in the Pacific II building that would be able to store solid waste from Pacific II, thereby preventing an increase in the number of garbage pickups. In addition space would be provided for recycling of materials such as glass, metal, paper, computer cards and newspapers.

F. ENERGY

New non-residential construction initiated after July 1978 is required to comply with Title 24, Division 20, Article 2 of the California Administrative Code regarding Energy Conservation Standards for new non-residential buildings.[1]

The heating and cooling system that would be incorporated into the proposed project is the same system used in the Pacific II project, and was designed to meet Title 24 standards. The total annual energy consumption for this building would be about 40% less than the maximum permitted 126,000 BTU per gross square foot of heated and cooled floor space. Before construction would be permitted, a detailed computer analysis is required to determine the proposed building's compliance with Title 24.

Following is a list of the proposed energy-conserving design features of the project:

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[1]California Energy Commission, Conservation Division, Regulations Establishing Energy Conservation Standards for new Residential and new Non-residential Buildings as Amended July 26, 1978, Sacramento, 1978, Table 2-1.

- The heating and cooling system would consist of incremental units for each office space that can be either individually or centrally controlled, thus permitting spot air conditioning of only those areas being used.
- A computer control system would prevent the building from drawing a peak electrical demand. This would be done by automatically shutting down non-vital electrical loads during peak energy demand periods.
- Time clock controls would be used on all feasible circuits.
- Insulation in exterior walls and roofs would be beyond that specified by Title 24.
- Fluorescent lighting would be used wherever feasible.
- Watt miser lamps and ballasts would be used.
- Lighting circuits would have individual switches.
- Space conditioning loads are lowered because Pacific I and II abut one another, thereby reducing the amount of exterior wall space.

In addition the project sponsor would investigate the feasibility of using passive solar heating for hot water in bathrooms on the 19th to 30th floors (other floors use bathrooms in Pacific II building).

G. COMMUNITY SERVICES

The project sponsors would install a television antenna on top of the Pacific III building and provide a cable to the Victorian Hotel as long as the Hotel remains a residential facility.

H. HOUSING

The project sponsors are prepared to take appropriate measures in the event of a breach of the Assignment Agreement to ensure full compliance with the law.

The project sponsors would use their best efforts to construct 110 market rate housing units in San Francisco.[1]

- Provide rent subsidies for 110 units of low and moderate income housing. Such an action could cause an impact on the existing supply of rental units in the City and would not add new units to the City's housing stock.

- Contribute professional assistance or funds, at the project sponsors' option to a community based housing development corporation in San Francisco to assist in the production of 110 units in the City. This action would be less effective than direct construction of housing.

- Construction of housing units on the site of the proposed project. The project sponsor feel that such action

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[1]The above calculation was based on the formula used by the Department of City Planning in determining the number of units to be required of the 25 Jessie Street sponsors; 50% of the projected number of San Francisco residents would require housing units. Assuming 130-155 Pacific III employees would be San Francisco residents, 50% or 65-78 would require housing. It is possible that some of the space in the Pacific III project could be used for offices. In such a situation the formula would be based on 40% of the workers living in the City (as opposed to 22% City residents working in the Apparel Mart). Therefore, the number of units was increased by the project sponsor to 110 to cover the possibility of partial office use.

is incompatible with the objectives of the Apparel Mart and the proposed project.

- Restore the Victorian Hotel to 100% residential use or construct 160 units of elderly housing.

CHAPTER VI

UNAVOIDABLE ADVERSE IMPACTS

A. URBAN DESIGN

The proposed project would add to the San Francisco highrise skyline. At upper floors in nearby buildings, views outward would be partially blocked up to the 30th floor level; the degree of view blockage with respect to the proposed project would vary considerably with changes in elevation and observer location.

B. TRANSPORTATION

The project would contribute to the transportation impacts of cumulative downtown development. The freeways and freeway ramps would be the critical links in the overall circulation network as a result of cumulative development in downtown San Francisco. Quality of traffic flow on surface streets would be degraded. With the freeways and freeway ramps currently operating under congested conditions during peak hours, the traffic increases generated by cumulative downtown development would add to this congestion with the likely result that travel delays would be extended.

MUNI lines with load factors currently greater than 1.00 would be experiencing congestion as the system capacity cannot be increased by 1983.

The proposed project would require 850 parking spaces. The demand must be accommodated at other locations in the area. The Pacific II building and the proposed project would create a demand for 1,300 spaces of which 260 spaces cannot be met by existing vacant parking spaces within 1,500 feet of the project site. It is likely that parking would shift further from the downtown area with increased demand south of Folsom Street and beyond.

C. AIR QUALITY

Project-generated traffic and traffic from cumulative downtown development would increase emissions of air pollution; attainment of the standards would be impeded. During spring and fall, the shadow cast by the proposed building would cause a new shadow to extend across Fourth Street to the sidewalk south of Stevenson Street and across the Jessie Street pedestrian entrance to the project.

D. NOISE

The proposed project would be about 37 feet from the Victorian Hotel. During construction, project-generated noise would cause some discomfort to residents in rooms facing the proposed project site on floors 4 to 8.

E. ENERGY

Assuming a 50-year lifetime for the building and an energy cost for construction, operation, transportation and ultimate removal, about 3,450 billion BTUs, equivalent to 640,000 barrels of crude oil (1 barrel = 42 gallons), would be consumed.

CHAPTER VII

ALTERNATIVES TO THE PROPOSED PROJECT

A. NO PROJECT

In the no-project alternative the basement structure on the site would remain and the proposed Pacific III building would not be constructed. Space available at the Apparel Mart would be limited to that of the Pacific I and II structures, thereby restricting the extent of planned mart activities and the Mart's ability to capture additional regional and national trade. Physical constraints would also limit the number of accessible vendors and merchandise lines. This may deter retail buyers from conducting major transactions in San Francisco because of its limited selections.[1] In terms of design considerations there would be no final massing to the adjacent Mart structures, and the planned logistical and functional coordination of the entire complex would not be completed.

With the retention of the site in its present state, none of the impacts associated with the proposed project would occur. The existing traffic, transit and air quality conditions described (Sections III. C and D) would continue on streets around the site. The noise environment of the area would not change and there would be no change in the demand from

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[1]See Appendix E, "Apparel Mart Economic Considerations".

the site for community services. Total composite property tax revenues for the project site would remain about $25,000 per year, increasing at the 2% annual rate allowable under Proposition 13.

B. RESIDENTIAL

Under the C-3-R District, residential use of the site could be permitted. Residential use could take the form of special housing for the elderly and other moderate income groups or standard market rate condominiums. Special housing could be accomplished only with the use of federal subsidies, which are currently limited in San Francisco. The proposed project site faces on Jessie Street and is surrounded by commercial development. Such a site does not readily lend itself to residential use.

Residential use of the site would be considered a new project and would qualify for bonuses under Section 126 of City Planning Code if approved by Conditional Use authorization. The area for residential use would be approximately 336,000 square feet. Trip generation due to urban residential use of the site would likely be lower than that of the proposed project. This would vary, depending on the size of the residential units constructed. Peak hour trips would be outbound in the morning and inbound in the evening, in contrast to the pattern of trips to the proposed project and the commercial area surrounding the project site. Traffic impacts would be expected to be less, and pedestrian and transit impacts would either be greater or less, depending on where the majority of residents would travel to work.

With a maximum of about 300 units, parking demands would be less than those of the proposed project. Residential energy use for unit area of floor space would be higher than for the commercial space because of 24-hour heating and the use of appliances, kitchens, and hot water for bathing, etc. Entrance to the building would be from Jessie Street.

The project sponsors anticipate that the use of the site would increase the importance of the Apparel Mart in the apparel industry in San Francisco. Residential use would preclude this option and restrict the limit of apparel mart activity.

C. OFFICE USE

This alternative would specify use of the proposed building for office space as opposed to the apparel industry retailing and wholesaling activities of the Pacific I and II buildings. The building height would remain the same as for the proposed project;[1] however, the interior floor to ceiling space would be lower so that HVAC systems could be accommodated between ceiling and floor. The HVAC systems for the proposed project are designed for individual tenant use, and the project sponsors do not think such units would be economically feasible for an office building. For an office use of the building, a central HVAC system would be used. Office use would be compatible with the C-3-R zoning for the site and would be eligible for the same bonuses as the proposed project.

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[1]This alternative would be eligible for the same bonuses as the proposed project.

The design and floor plans (Figures 5, 6, and 7, pages 16, 17 and 18) of the proposed building would have to be changed to accommodate office use. The space for the apparel industry tenants allows for display of clothing and easy transfer of apparel in and out of the building. The halls, elevators and special features such as protection of corners are all specifically designed for the apparel industry and would have to be changed for office use. The building would have to be redesigned to provide office space that would be competitive with downtown office highrise buildings.

The construction impacts of this alternative would be similar to those of the proposed project. Operational impacts would also be similar except in the areas of land use, economics and traffic.

The site lies just outside the prime office area of San Francisco, generally considered to be east of Kearny Street, north of Market Street; and east of Third Street between Market and Mission Streets. New office buildings are now being proposed in the vicinity of the Apparel Mart such as the GSA building proposed at its present location on Fourth Street or Mission Street and on the east side of the Third and Mission intersection, and other office buildings within Yerba Buena Center. Although the core area of the financial district is expanding despite fewer sites available for office development, location remains an important factor in the rate at which new office buildings are occupied. The rate at which office space could be leased at Pacific III and the rents which could be obtained are uncertain.

Assuming that the building would achieve full occupancy, the number of employees would be greater than for the proposed Apparel Mart use. At 250 gross square feet per employee, compared to the estimated 500 square feet per employee for the Apparel Mart, this alternative would result in approximately 1,300 permanent employees, almost doubling the 600 to 700 employees projected for the proposed project.

The increased employee occupancy could result in an increase in the tax revenues generated to the City, and an increase in demands for City services such as transit. Traffic and pedestrian impacts would increase due to the greater number of permanent occupants of the site. The magnitude of the change would depend on the success of this alternative in attracting office tenants.

This alternative is not in conformance with the project sponsor's objective of increasing the size of the Apparel Mart complex to attract clientele to the San Francisco Apparel industry.

The housing demand under this alternative, assuming that about 40% of the employees would be San Francisco residents, would be up to 500 to 550 dwelling units. A measure that would mitigate this housing demand would provide as many as 550 dwelling units as part of the project, reducing the office space and therefore the housing demand accordingly.

D. OPEN SPACE

An alternative to constructing the proposed project could be to cover the existing foundation, build a garage below

ground level and develop the site as possible elevated open-space/mini-park use. Loading facilities to the Pacific II building would have to be redesigned or moved to Fourth Street (or possibly constructed under the open-space/mini-park which could be elevated 1 story above Jessie Street). Use of the proposed site as a mini-park would preclude the expansion

of the Apparel Mart and would duplicate the park/recreation uses of the Yerba Buena Center (e.g., "Tivoli Gardens") proposed for residents in the area and users of the YBC complex.

Access to the park may be different for the elderly, and the site would be subject to truck noise and movement on Jessie Street, would be enclosed by buildings on 3 sides, and much of it would be in shadow most of the time.

E. INTERIM BONUS ALTERNATIVE

Current controls for the C-3 zoning districts impose limitations on the floor area ratio (FAR) bonus provisions for all future development except "grandfathered" projects specifically exempted from such controls by previous action of the Board of Supervisors (see Section II.D, Zoning and Required Approvals, page 22).[1] In terms of interim controls, development bonuses may be permitted only by conditional use authorization pursuant to Section 303 of the Planning Code, and then only for hotel and residential uses. This alternative examines potential development for apparel use of the site in accordance with such controls.

The basic FAR for the entire Apparel Mart site is 10:1. Development at this ratio would allow 147,712 square feet for the Pacific III building for a total of 677,630 square feet in all 3 buildings (see Table 23, page 161). Assuming use of existing basement foundations, above-ground

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[1]Alternatives B and C in this section are considered to be bonus eligible.

TABLE 23

Basic FAR Calculations

Total site area* (lots 1, 2, and 3, Assessor's Block 3705)	67,763 sq. ft.
Basic FAR	10:1
Allowable floor area	677,630
Existing buildings	
Pacific I	254,453 sq. ft.
Pacific II	275,465 sq. ft.
Remaining allowable area	147,712 sq. ft.

*Pursuant to Section 210.3 of the Planning Code, all existing buildings on the site are included in FAR calculations. Discussion on this matter appears in Chapter II.D. Zoning and Required Approvals, page 22 .

construction similar to the proposed project and approximately 11,000 gross square feet per floor, a 13-story building could be constructed. Development under this basic FAR alternative would thus result in a structure of slightly less than half the area proposed for the project. The following impacts would occur:

- Visual design. A 13-story building would be similar in height and bulk to the Pacific II structure; mass and scale inter-relationships proposed for the project would be altered.

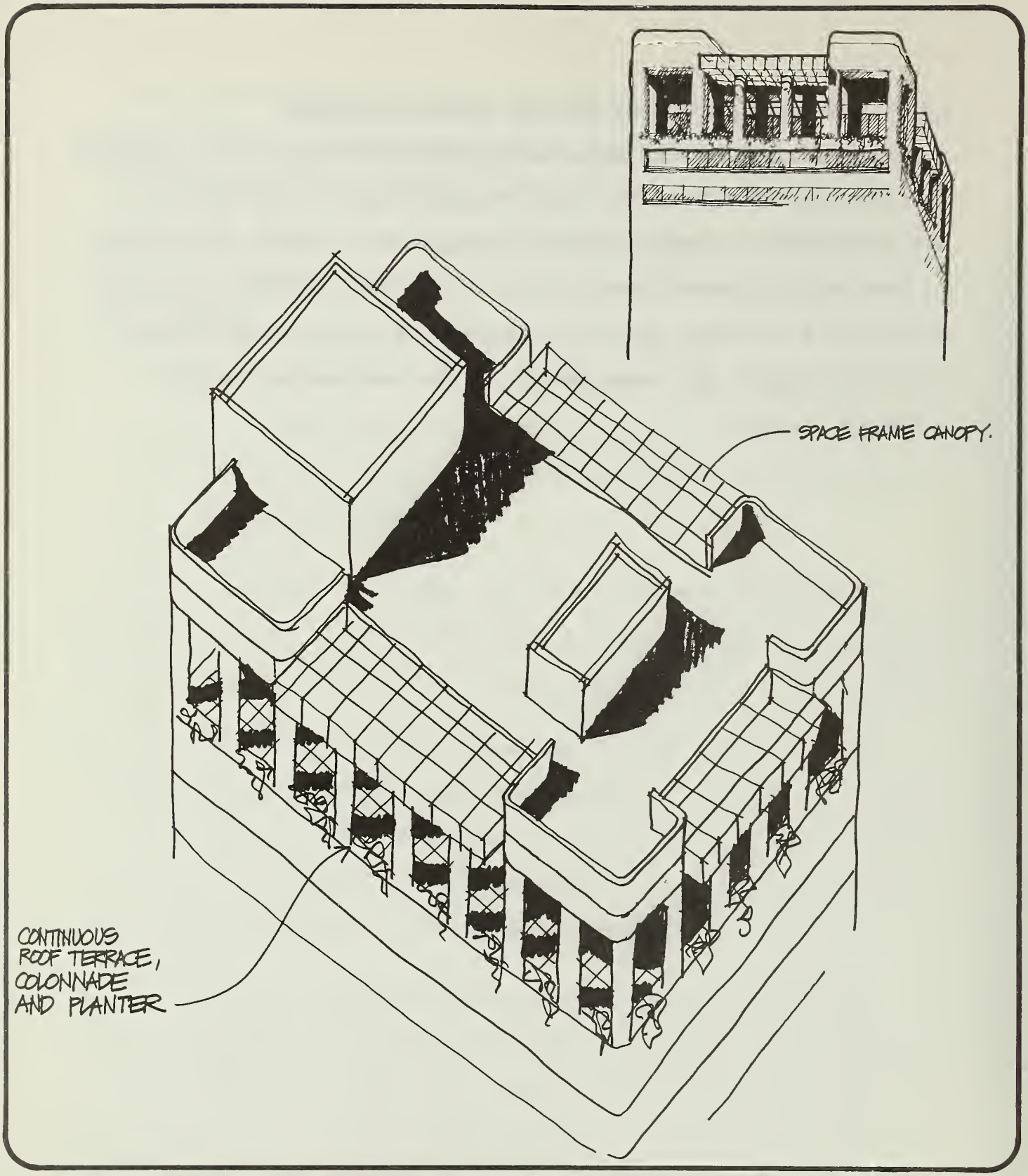
- Traffic. The number of trips, parking demands, and pedestrian flow generated by a 13 story building would be about 40-60% less than those of the proposed project.

- Land Use. Similar secondary cumulative impacts to those of the proposed project are expected. The reduction in space available within the Mart would limit market expansion and therefore curtail the potential contribution to the apparel industry.

- Impacts related to noise, air quality, demand for community services and energy consumption would occur at a level lower than those of the proposed project.

F. ALTERNATIVE DESIGN OF THE TOP OF THE BUILDING

Figure 34, page 164 shows alternative designs of the proposed building that would allow a more "sculptured silhouette" of the top of the building. Such a design would render the outline of the building more identifiable in the San Francisco skyline. Excluding the visual quality effects, the alternative designs would have about the same impact on the environment as the proposed project.



Alternative Design for Top of Building

Source: Whisler-Patri

Figure No.34

VIII. SUMMARY OF COMMENTS AND RESPONSES

CONTENTS

LIST OF PERSONS COMMENTING IN WRITING DURING
THE PUBLIC REVIEW PERIOD, 21 NOVEMBER 1980 to 15 JANUARY 1981

Public Agencies

Association of Bay Area Governments:
Charles Q. Forester, Director of Planning

Bay Area Rapid Transit:
H. L. Goode, Director, Planning and Analysis

State of California, Department of Transportation
D. E. Connolly, Chief, Project Development D Branch

Other Correspondents

Thomas Fox, Fox Hardware Incorporated
Alexander Fox, Fred Alexander Company
James W. Funsten, Attorney for Charles W. Mosser,
lessee optionee and operator of the Victorian Hotel
Richard Freeman, Projects Engineer, Videx Incorporated
Industrial Communications Systems

LIST OF PERSONS COMMENTING AT THE PUBLIC HEARING
8 JANUARY 1981

Planning Commission Members

Toby Rosenblatt, President
Susan Bierman
Ina Dearman
Yoshio Nakashima
Charles Starbuck
Norman Karasick

Other Individuals

John Elberling
  Tenants and Owners Redevelopment Corporation
Thomas R. Fox
  Fox Hardware Incorporated
Alexander Fox
  Fred Alexander Company
Carl Imparato
  San Franciscans for Reasonable Growth
Susan Hestor
  San Franciscans for Reasonable Growth
Brent Kato
  Legal Assistance to the Elderly
James Funsten
  Attorney for Charles W. Mosser, lessee, optionee
  and operator of the Victorian Hotel
Roy Killeen
  101 Productions
Linda Hallen
  South of Market Coalition
Isabel Ugat
  South of Market Advisory Council, Senior Escort Program

RESPONSES TO COMMENTS ON THE DRAFT EIR (BY CATEGORY OF RESPONSE)

A. EIR PROCEDURES AND REPORT CONTENTS

Correspondence Received During the Public Review Period

Thomas Fox
Alexander Fox
James Funsten

Individuals Who Spoke at the Public Hearing, 8 January 1981

Planning Commission Member Charles Starbuck
Thomas R. Fox
Alexander Fox
James Funsten
Roy Killeen

Summary of Comments

EIR Procedures

There are procedural problems with the EIR process. The public has only one opportunity to comment on the EIR. If major substantive changes are required, the public has no opportunity to testify on whether the Commission should adopt a finding of substantial negative environmental impact. Ms. Hestor intends to make a formal request to the Planning Commission to change EIR procedures for the proposed project.

There seems to be a feeling among the Commissioners that proposed projects should not be disapproved if they conform to the Planning Code.

There were no notifications of the 8 January 1981 Public Hearing; a second hearing is requested.

Comments were delivered to Mr. Gil Chaves of the San Francisco Department of City Planning to be entered into the record and responded to by his department, neither of which has been done. Mr. Chavis was suddenly reassigned to another project.

There is no justification to allow Pacific III to be built in any size or shape. Specific binding mitigation measures should be suggested in the EIR. The project would have such an impact that it should be radically changed or not built.

Project Description

The main entrance of the project is on Jessie Street.

Response:

The procedures followed by the City and County of San Francisco in preparing this Environmental Impact Report comply with the California Environmental Quality Act (Public. Res. Code S21000 et seq.), State regulations in the State EIR Guidelines (Cal. Admin. Code, Title 14, S15000 et seq.) and Chapter 31 of the City's Administrative Code. The State EIR Guidelines require only that an EIR be available for public comment for a reasonable period of time. No public hearing is required under State law. City ordinance does require a public hearing on every EIR. The public comment period during which written comments were accepted on this EIR was from 21 November 1980 through 8 January 1981, extended to 15 January 1981 by the City Planning Commission. A public hearing was held before the Planning Commission on 8 January at which oral testimony was taken and recorded by a certified court reporter. All comments on environmental issues must be answered in writing for the Final EIR. There is no legal requirement to receive comments on the written responses, nor is there a requirement to receive testimony as to the nature of the Planning Commission's findings on environmental effects.

The Commission has and is expected to continue to accept written suggestions as to appropriate findings and may, at its discretion, accept advice as to a finding of significant environmental effects at the public meeting where certification of an EIR is calendared.

The Planning Commissioners have not indicated any intent or obligation to approve projects merely because the permit plans meet the basic Planning Code requirements. While recommending passage of amendments to the Code reducing the availability of bonuses in the C-3 district but exempting certain projects that were already moving in the City permit processes, the Commission expressed a clear intent to strictly scrutinize all of the exempted projects through the discretionary review process (Resolution No. 84-74, adopted 17 January 1980). This policy of discretionary review applies to the proposed project.

Public notices of the 8 January public hearing on the DEIR were posted on light poles along sidewalks adjacent to the project site on 24 November 1980 and legal notice of the hearing and of availability of the DEIR appeared in The San Francisco Progress on 21 November 1980. State law requires only one of the 2 types of notice; City ordinance is more stringent and requires both posting and newspaper notice. The newspaper notice is placed in The Progress because that is the newspaper under contract to the San Francisco Board of Supervisors for City legal notices. Copies of the Draft EIR were mailed to persons and organizations known by the Department of City Planning to be interested in the proposed project (including the Victorian Hotel and the Fred Alexander Co.); the front cover of the DEIR shows the public hearing date to be 8 January 1981.

The EIR is intended to be objectively written and used as a neutral informational document. It provides an analysis of potential impacts, measures that could mitigate impacts and alternatives to the proposed project. It does not and should not suggest approval or disapproval of a project. All written comments on environmental matters received by the Department of City Planning during the public comment period for the project EIR must by law be responded to in writing in the Final EIR. Separate responses to each commenting

individual would not be appropriate because the information would then not be available to the general public and decision-makers.

Mr. Chavis was not the only staff person assigned to preparation of the subject EIR; when his skills were more urgently needed in another section of the Department, he was transferred to that section. His materials for the Pacific III EIR remain in the project file and were not lost with his transfer.

The mitigation measures presented in the Draft EIR, plus additional measures included as part of the responses to comments, were developed by the authors of the EIR. Commitment of the project sponsors to implement some of the measures as part of the project is indicated in the report. Approval or disapproval of the project will occur at a public hearing before the City Planning Commission. If the Commission were to approve the proposed project, any mitigation measures listed in the EIR could be required as part of the conditions imposed on the project whether or not the sponsor has agreed to make them part of the project. Some measures may require approval by other public agencies; if so, the agencies are noted in the measure's description.

Project Description

The text on page 13, paragraph 2 has been changed to read as follows in order to clarify location of building entrances: "The main project entrance would be from the Pacific II building which fronts on Fourth Street. There would be 2 pedestrian entrances on Jessie Street, near the loading docks, providing secondary access."

B. PLANNING CODE ISSUES

Correspondence Received During the Public Review Period

H. L. Goode, BART
D. E. Connolly, Caltrans
James W. Funsten

Individuals Who Spoke at the Public Hearing, 8 January 1981

Planning Commission Member Norman Karasick
Thomas R. Fox
Carl Imparato
James Funsten

Summary of Comments

The City of San Francisco Bonus system is abused in the Draft EIR because there is not enough information relevant to the bonuses claimed by the project sponsors. No rationale is given.

The bonuses have been available to the project sponsors through a special "grandfathering" in the planning system and the EIR should mention this special feature. In addition, it should be stated in the EIR that the Department of City Planning promised to apply the strictest standards of discretionary review to the grandfathered projects.

The project sponsors claim a bonus for plain concrete panels on the side adjacent to the Victorian Hotel; hotel residents might feel that this an aesthetic minus.

There is no justification to give a bonus of 135,000 square feet to Pacific III when it is based on the Apparel Mart I and II building. According to Section 127 of the San Francisco Planning Code, the transfer of floor area between lots in common ownership is not permitted in the project site's zoning district.

There also is a portion of the building that does not conform to the bulk limits of District I. The extent of this nonconforming area should be shown in the EIR and a description of what mitigating factors are being presented to allow nonconformance should be given.

Response:

The zoning and required approvals of the proposed development are presented in the EIR on pages 22-29. On the bottom of page 24 (footnote 2), reference is made to the "grandfathering" portion of the ordinance (amending the bonus Section (e.126) of the Planning Code). This ordinance allowed certain projects that were already in process of environmental or permit review when the ordinance went into effect to remain eligible for claiming bonuses according to the old system. Pacific III was one of these projects. The following sections have been added to footnote 2 on page 24 of the EIR: "These bonuses are not automatically granted. They must be approved only after review by the Planning Commission, upon recommendation from the Department of City Planning. By Resolution number 84-74, adopted on 17 January 1980, the Commission declared its intent to invoke their power of discretionary review for any high-rise proposed the Downtown Area."

The proposed project claims four bonuses:

Rapid Transit Access (135,520 square feet)

The proposed project is part of the Apparel Mart Complex, which is designed to be the center for apparel trade in northern California. To facilitate easy public access to the complex, a direct connection to the MUNI/BART Powell Street Station mezzanine is proposed via the basement in the Pacific I building. This connection would provide access to the market halls as well as to the remainder of the Apparel Mart Complex. It would be open during Apparel Mart business hours and used solely for public convenience. The project sponsors have been in contact with BART and intend to coordinate their activities with BART staff to ensure that the proposed entrance meets all BART specifications.

Parking (12,800 square feet)

Parking is not required in the C-3-R District; the Apparel Mart Complex, however, is designed to accommodate 128 parking spaces for the convenience of the public and the tenants of the Apparel Mart. There would be parking access during business hours. The garage area would also serve as

the loading/off-loading of apparel items from automobiles, thereby eliminating potential congestion on Jessie, Market and Fourth Streets. The parking garage could be used for car pools and some preferential parking.

Observation Platform (10,000 square feet)

The 30-story Pacific III building would have open view angles, particularly to the south and west of Twin Peaks, the Yerba Buena Center, and the south central part of the City. An Observation Deck would be available to the public on the 30th floor during business hours and would be advertised with directions on the ground and second floors of the Apparel Mart Complex. A fee would be charged for admission.

Multiple Building Entrances (30,000 square feet)

The Apparel Mart complex would have 4 direct accesses to minimize pedestrian circulation conflicts:

- Market Street, which would provide a pedestrian link to the shopping district of Union Square and Market Street.
- Fourth Street, which would be the main entrance to the Apparel Mart Complex and the Fashion Hall.
- Jessie Street to the Market Halls. This entrance would be in the southwest corner of the Pacific III building and go directly from Jessie Street to the Market Halls.
- Jessie Street to the Pacific III building. Both Jessie Street entrances would provide pedestrian access from the parking facility on Mission Street between Fourth and Fifth Streets by way of the mid-block pedestrian walkway adjacent to the Emporium warehouse.

In addition to the 4 above entrances, the Apparel Mart Complex would have 3 other access points (for which no bonuses are claimed):

- A direct access to the Market Halls from Fourth Street through the Pacific I Building (821 Market Street).
- Entrance to the Complex from a restaurant on Fourth Street.
- Entrance to the Market Hall from the Fourth Street garage ramp.

An additional feature of the project that is eligible for a bonus (12,096 square feet) but not claimed, is a plaza area on the ground floor of the Pacific II Building. This area would be a year-round, weatherproof plaza with skylights for use by the public and Apparel Mart tenants for shows, parties and exhibitions.

The proposed project and the existing Pacific I and II structures are located on 3 adjacent Assessor's Lots; however, Pacific II and the proposed project occupy portions of the same Assessor's Lot (Figure 12). The Apparel Mart complex is considered to be 1 site with 3 interconnected buildings and is under 1 ownership. Page 24 of the EIR contains the Planning Code definition of "lot" on which the determination of the project's basic floor area is based. (The definition should be referenced to section 102.12, not 210.3; the text has been so modified.) Section 127 of the Planning Code regarding transfer of basic floor area is not applicable to the subject site and is not used in the floor area calculations. As defined in Planning Code section 102.12, a "lot" for purposes of the Code need not consist of a single Assessor's Lot. The size of the Apparel Mart Complex site is 67,763 square feet; therefore, the basic allowable floor area at the FAR limit of 10:1 specified in Planning Code section 125 is 677,630 square feet.

Figure 12, page 28 of the Draft EIR has been changed. The new figure provides further explanation of the area of non-conformance with Planning Code bulk requirements. The conditional use application requests an exception from the bulk requirements; the criteria that the Planning Commission

must use in acting on the request are described in the EIR on page 26. The project sponsors feel that the proposed project is essential to the strengthening of the apparel industry in San Francisco because it would provide a facility that would allow the City to further expand its position as a major national center for apparel trade.

The Pacific II building (as shown on pages 14, 15 and 28 in the EIR) was designed with a stepped-pattern above the 13th floor to produce an impression of aggregate parts rather than a single building mass. That building and the proposed Pacific III building would comprise a single complex. The exterior would be of the same color and texture, and each floor would connect. The extent of bulk nonconformance in the Pacific II building is indicated below:

13th Floor (retail space)	3,541 square feet
14th Floor (retail space)	3,037 " "
15th Floor (retail space)	2,533 " "
16th Floor (retail space)	2,029 " "
17th Floor (mechanical space)	754 " "
18th Floor (mechanical space)	736 " "
Total	12,630 square feet

If the 12,630 square feet were not allowed, the Pacific III building would need to be altered (and/or the upper portions of the Pacific II structure would need to be changed; they are not yet complete as of the date of this EIR), possibly resulting in a building mass with a bulkier appearance and less of a sense of an aggregate of separate smaller parts.

C. LAND USE

Correspondence Received During the Public Review Period

Thomas Fox
Alexander Fox

Individuals Who Spoke at the Public Hearing, 8 January 1981

Thomas Fox
Alexander Fox

Summary of Comments

The report makes no mention of the buildings and their uses at 308 Jessie Street and 833 Market Street, both of which are adjacent to the proposed project. Fox Hardware at 308 Jessie Street is not a warehouse; it houses the corporate offices of Fox Hardware, Inc. and related businesses.

Response:

In preparing the EIR, the consultants assumed that the 3-story structure, 308 Jessie Market, was a warehouse serving Fox Hardware. This assumption is correct; in addition to being a warehouse, however, the building also contains other uses.

The EIR has 3 photographs of the structure (pages 33 and 34) and mentions the building on pages 82 and 148 (the latter by the name "Fox Warehouse.") The impacts described in the EIR pertain to the entire area.

The Commercial Building, 833 Market Street, is mentioned on page 30 of the EIR and is shown in Figure 13. The loading ramp to this structure on Jessie Street would continue to remain after completion of Pacific III. The "passage to Jessie Street" from the "back door" was removed when the Pacific II structure was built.

New information has been added on page 30 of the EIR that covers adjacent buildings.

Figure 13, page 31, as been changed to include the Fox Building between the Victorian Hotel and the Pacific III site.

Footnote 1, page 30, has been changed to read: "The real estate of the site of the Victorian Hotel is owned by Frederick Speir (the owner of the freehold interest). The owner and operator of the Victorian Hotel is Charles W. Mosser. At one time (17 May 1978 to 27 June 1980) the project sponsors had control of the master lease."

D. VISUAL QUALITY

Correspondence Received During the Public Review Period

James W. Funsten

Individuals Who Spoke at the Public Hearing 8 January 1981

Planning Commission Member Susan Bierman
Thomas R. Fox
James W. Funsten

Summary

Figures 21, 22 and 23 (pages 86, 87 and 88) are not understandable. It is not clear what they are attempting to depict and it is difficult to tell which projects are approved or simply proposed.

Figure 28 (page 117) is confusing. It doesn't show any shadowing on the west side of Fourth Stret (the sidewalk) and no new shadows are indicated.

Pacific II already creates a shadow across Jessie Street, causing a decrease in temperature.

Many rooms in the Victorian Hotel would be in the shadow of Pacific III most or all of the day.

Response

Pages 85-90 in the EIR describe the visual impacts the proposed project could have on the existing environment. In order to provide a more long range perspective on high rise development in the area, Figures 21, 22 and 23 also included 2 structures which were approved after the Draft EIR on Pacific III proposal was published but before this EIR was certified, (the Ramada Inn and the Holiday Inn) and 4 proposed projects which have not been approved (the Hilton Tower number 2, the proposed 29-story building on the Lincoln School site on Fifth and Mission Streets[1] and 2 hotel projects

[1] San Francisco Chronicle, "New Push for Office Complex at Fifth & Market Streets", 4 February 1981.

that are proposed for the Yerba Buena Center area). The figures have been changed to show the status of the projects indicated.

Figure 28 has been changed to show shadowing on the sidewalk immediately east of the Pacific I and II buildings, and the extent of new shadows created by the Pacific III building.

Jessie Street is situated south to southeast of Pacific II and is beyond the edge of shadows created by that structure except for late afternoons in the summer months, at which time the Emporium and Commercial Street buildings presently cause shadowing on Jessie Street.

The proposed project is located west of the Victorian Hotel and would not cause any shadows during morning hours. During the afternoons the 12 full size windows on the west side of the Victorian Hotel would be in shadow.

The following new text has been added at the end of the first paragraph on page 116:

"During afternoons in all seasons the project would shade the 12 full-size windows on the west side of the Victorian Hotel."

The following new text at the beginning of the second sentence of the last paragraph on page 84 has been changed to read:

"The construction of the proposed project would typify . . ."

E. TRANSPORTATION

Correspondence Received During the Public Review Period

H. L. Goode, BART
D. E. Connolly, CalTrans
Thomas R. Fox
Alexander Fox
James W. Funsten

Individuals Who Spoke at the Public Hearing 8 January 1981

John Elberling
Thomas R. Fox
Alexander Fox
Carl Imparato
Susan Hestor
James Funsten
Roy Killeen

Summary of Comments

1. Jessie Street

Existing traffic on Jessie Street is very severe. Jessie Street is the main vehicle entrance for the Emporium and about a dozen other firms also use the street as their main source of access for delivery and distribution.

Where would construction activities occur? Jessie Street would be entirely blocked because there is no area left on-site.

If the Pacific III building is constructed traffic associated with the Apparel Mart complex would cause ruinous delays on Jessie Street. Businesses using Jessie Stret would suffer and/or be forced to close. Emergency access for fire (particularly to the Victorian Hotel) and other situations would not be possible. Moreover, trucks may be forced to load or unload at the Apparel Mart in early morning or late at night and could disturb residents of the Victorian Hotel. These impacts on Jessie Street appear to be unmitigable.

Response

The traffic consultants for the EIR conducted traffic count studies on Jessie Street on 23 December 1980 and 1 January

1981. Both studies were conducted during the hours of 9:00 a.m. and 4 p.m. (the 1977 DeLeuw, Cather and Co. study found that truck traffic was low outside these hours, less than ½ of midday levels.)[1]

Semi-truck traffic accounted for about 1% of total traffic on Jessie Street. Single trucks ranged from 5% to 9% of the total traffic volume, and the balance consisted of passenger cars, vans and pickups (90% to 94%).

The major causes of congestion were customer/employee drop-off/pickups at the Emporium, semi-trucks backing into docks at the Emporium and the Commercial Building and illegal parking.

The daily peak periods for Jessie Street trucks are 10 a.m. to 12 noon and from 1 p.m. to 4 p.m. The maximum number of trucks observed traveling on Jessie Street was 18 trucks between 2 p.m. and 3 p.m. before Christmas. Total traffic on Jessie Street dropped 40% between the two studies (before Christmas to after). The number of trucks remained about the same, 70 trucks per 7-hour period or an average of 10 trucks per hour. Semi-trucks dropped from 11 to 4 per 7-hour period; however, they represent only 1/7th of the number of trucks on Jessie Street, so the decrease did change the hourly average.

Semi-trucks must back into the truck docks and thus block traffic for several minutes while backing. Two other stoppages were observed during the first study (before Christmas): a vehicle waiting to park and a double-parked UPS van. No stoppages (aside from the semi-trucks backing into the docks) were observed during the second study. Total blockages on Jessie Street during the first study were 14 and lasted about 2-5 minutes each.

It is estimated that 1 out of 12 trucks serving the Apparel Mart complex would be a semi-truck. The total could be about 7-8 semi-trucks per day or perhaps 2-3 during the

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[1]The work tables for the counts are on file with the Office of Environmental Review, Department of City Planning.

peak hour (2 p.m. - 3 p.m.). The full use of the Apparel Mart complex could double current truck traffic on Jessie Street; total traffic increase, however, would be about 5% during a "worst-case" situation. The impact analysis on page 112 is based on the maximum use situations that could occur during the "Market Days" (Monday and Tuesdays). Generally, Apparel Mart traffic could be expected to be less on Wednesdays through Sundays than the worst case situation.

The text in the EIR on page 112 has been clarified by an addition in the first full paragraph.

The San Francisco Fire Department does not use Jessie Street between Fourth and Fifth Streets as a transport route. A response to a call at the Victorian Hotel would use Mission and/or Market Streets. Jessie Street would only be used if there were a call for aid specifically on Jessie Street.[1]

Construction of the proposed project is expected to take about 1½ years and Jessie Street would be partially blocked during that time. Approximately ½ of the street would be used for construction, and all vehicles/trucks would be able to travel on Jessie Street, providing there is no illegal parking/stoppage.[2]

MITIGATION MEASURES

Mitigation measures 7, 8, 9, 10, and 11 have been added to page 147 in the EIR after item G.

New text and figure (33) describe mitigation measures that would aid all users of Jessie Street but are not within the sole control of the sponsors of the Pacific III project. The new material follows item 11.

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[1]Robert Rose, Chief, Planning and Research, San Francsico Fire Department, telephone conversation, 2 February 1981.

[2]David George, Project Manager for Pacific II building, Cahill Construction Company. Loren Olsen, construction representative, San Francisco Apparel Mart, telephone conversations, 26 January 1981.

2. Parking

Summary

The parking analysis used in the EIR is not accurate. Many of the parking lots are no longer in operation, they are rarely vacant and it is highly unlikely that the demand for additional parking spaces generated by the proposed project could be accommodated. Figure 17 needs to be revised to remove lots that are no longer available and the parking analysis revised accordingly. Increased development in the area, particularly the Yerba Buena Center, would create an impossible demand for parking spaces. This demand must be accurately assessed in the EIR. What would the impacts be on residential neighborhoods when more downtown commuters try to park here?

The project sponsors for the proposed Pacific III building should provide additional off-street parking. It is not clear how the project sponsors would be able to promote preferential parking for car pools if there are little or no on-site parking facilities.

Response

The locations of the public off-street parking lots within walking distance of the project are shown in Figure 17 which updates the old figure on page 47 of the DEIR. Table 4 presents the midday occupancy rates and the total supply for each lot. It replaces Table 4 on page 48 of the EIR. Site number 1 is a proposed garage on Third Street and Clementina, and sites 7 and 8 are new garages in the Holiday Inn and Ramada Inn Hotels which were approved by the Planning Commission 29 January 1981.

Section d. "Parking Impacts" has been replaced with new text, beginning on page 110.

MITIGATION MEASURES

On pages 143-147 in the EIR, mitigation measures are provided that could help alleviate some of the parking demand

on existing facilities if the proposed project were implemented. Item 3 (page 146), addresses the issues of carpools, preferential parking and flex-time for employees at the Apparel Mart. Many tenants, however, may come and go intermittently and the mitigation measures would probably not apply. Rather, the measures would be more applicable to full-time employees at the Apparel Mart.

On page 145 in the DEIR, the parenthetical "(the first 3 are suggested by the City)" is removed.

The following text has been added to the EIR on page 147 under Transportation Measures:

"11. The project sponsors would coordinate with the City Parking Authority to attempt to meet the increased demand for additional parking generated by the proposed project. Such efforts would probably include coordination with the other developments in the area in providing parking facilities."

3. Transit and Traffic

Summary of Comments

With the completion of the proposed project, congestion at the intersections of Fourth and Mission Streets and Fifth and Mission Streets, would reach service level E, excluding the completion of the Yerba Buena Center. Delay estimates for a level F are not given. The congestion impacts of the project are serious and may lead San Francisco to a traffic situation like that of New York City.

The statistics from a 1977 study are outdated due to the escalated growth in the area and should not be used.

The implementation of BART access to the proposed Apparel Mart Complex should be closely coordinated with BART planning personnel.

Response

Growth in the area would be expected to affect total volumes in auto traffic and transit ridership. The information for the EIR analysis was obtained for 1980 where possible or if recent data were not available adjustments were made to reflect current conditions.

The ratio of peak hour trips generated per square foot of Apparel Mart space was obtained from the 1977 DeLeew Cather survey. The ratio is relatively time invariant and a cursory check in 1980 corroborated this fact.

The average auto occupancy in 1977 is not likely to have changed more than a few percent by 1980. Further refinements of the number would not be fruitful.

The level of service F was not listed because the delay per vehicle can fluctuate so greatly as to make an average value meaningless. Delay at level of service F would always be expected to be more than 40 seconds per vehicle.

New text has been added to the DEIR text after the first paragraph on page 108.

MITIGATION MEASURES

Mitigation measure number 5 on page 146 has been revised.

Mitigation measure number 10, concerning shuttle bus service, is added to the DEIR on page 147.

F. AIR QUALITY

Correspondence Received During the Public Review Period

James W. Funsten

Summary of Comments

Specific mention in the EIR should be made of the wind effects created by the proposed project on the Victorian Hotel.

Response

On page 113 of the DEIR reference is made to the potential wind effects of the proposed project. It was concluded by an expert in the effects of wind accelerations on the environment that the proposed project would not adversely affect pedestrian areas near the site. Moreover, the building would cause a decrease in winds along Jessie Street and the Victorian Hotel.

Add Table 7a to the EIR, page 56a.

On page 118 of the DEIR "62%" at the top of the page should read "60%".

G. NOISE

Correspondence Received During the Public Review Period

Thomas R. Fox

Summary of Comments

Construction noise was disruptive for the Pacific II building and could be disruptive for the proposed project.

Response

The project sponsors intend to mitigate construction noise of the proposed project, partricularly with respect to the residents of the Victorian Hotel.

The following text has been deleted from page 148 of the EIR:

> "The following mitigations are not considered by the project sponsors, but they would be willing to implement them if directed by the City. Acoustical barriers for installation at the Victorian Hotel would be air tight, break the line of site of windows to the proposed project, and have a specific strength of 3½ lbs. per square foot; and each window of the hotel covered by a transparent material or other substance to attenuate construction noise during day-time hours that could be removed at night."

The deleted text has been replaced with new material.

H. HOUSING

Correspondence Received During the Public Review Period

Alexander Fox
James W. Funsten

Individuals Who Spoke at the Public Hearing 8 January 1981

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Brent Kato
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1. Victorian Hotel

Summary of Comments

The project sponsors are responsible for the conditions of the Victorian Hotel because they held the master lease at one time and did not sell it to a party who specialized in housing. The project sponsors promised that the hotel would remain as a residential hotel and not be converted into a facility that caters only to tourists. It appears to some that conversion has occurred or is intended by the present manager.

The project sponsors did not sign the proper papers to make the transfer of the Hotel and they still maintain the air rights to the building. They probably have retained other rights as well, like buying the lease back after they have constructed the Pacific III building. They have not mitigated construction impacts of Pacific II and any mitigation measures in this report should be viewed accordingly.

The Victorian Hotel is currently a mixture of transient and residential rooms despite the fact that the project sponsors indicated that they would make every effort to continue operation of the hotel as a senior citizen residence. There have been complaints that the hotel reduced services to the residents, and transient guests were actively recruited.

Response

The project sponsors (Rede Investment Corporation and Daon Corporation) formed a joint venture for the sole purpose of developing the San Francisco Apparel Mart and to expand the apparel industry in San Francisco.

On 17 May 1978 the project sponsors acquired an interest in the Victorian Hotel by enterin into a Lease Agreement (the "Master Lease") which provided the project sponsors with an option to purchase the property during the 12 year term of the lease. At that time the Hotel was predominately occupied by long-term residents.

In late winter and spring of 1980, the Planning Commission held hearings and received public comments concerning the Daon Building to be constructed at Sacramento and Battery Streets. In both the comments and the hearings the status of the Victorian Hotel was discussed. The project sponsors indicated that the joint venture and not Daon held the Master Lease on the Victorian Hotel, and that the project sponsors were negotiating with several potential purchasers for the sale of their interest in the Master Lease. As a condition of the sale, the project sponsors required that the Victorian Hotel be maintained as a residential hotel.[1]

At a hearing on the Final Impact Report of the Daon Building, the project sponsors reiterated that the project sponsors intended to maintain the Victorian Hotel as a residence hotel so long as they held the interest, and that any sale of that interest would be conditioned upon an agreement by the eventual purchaser to the same effect.[2]

---

[1]"Summary of Comments and Responses, 12 June 1980," Environmental Impact Report, Daon Building, Battery and Sacramento Streets, San Francisco City Planning Department, EE 79.57, pages 223 and 224.

[2]"Meeting of the San Francisco City Planning Commission regarding the proposed Daon Building, Consideration of Final Environmental Impact Report," transcript of hearing, 12 June 1980, pages 13 to 15.

On 27 June 1980, the project sponsors assigned all their interest in the hotel property to Mr. Richard Westin, who in turn sold his interest to Mr. Charles Mosser, current owner of the Master Lease.

In paragraph 8 of the Assignment Agreement, Mr. Mosser agreed to operate the hotel in compliance with "all laws, ordinances, rules and regulations affecting the occupancy or use of said premises, including Ordinance No. 564-79, adopted by the San Francisco Board of Supervisors on 19 November 1979, to the extent said Ordinance is applicable." The Ordinance placed a moratorium on the conversion of a residential hotel into a tourist or transient hotel for a period of 6 months (and extend by Ordinance Nos. 169-80 and 471-80), and authorized injunctive relief in the event that such conversion was attempted. Ordinance No. 564-79 was superseded on 5 January 1981 by Ordinance No. 15-81 which by Amendment to the San Francisco Administrative Code prohibits conversion of residential hotel rooms to transient.

Upon receiving information that Mr. Mosser might be taking actions inconsistent with the terms of the Assignment Agreement made by the project sponsors, letters were sent by the project sponsors to Mr. Mosser and Mr. Westin on 17 December 1980 requesting that the recipients state whether any non-residential use of the Hotel was intended, and that such use would constitute a serious and material default under the Assignment Agreement. The project sponsors received a response on 29 December 1980 from Mr. Westin stating that he had no interest in the property. On 30 December 1980, the project sponsors received a letter from Mr. Mosser, stating that the Victorian Hotel was being and would continue to be operated in compliance with "both the spirit and the letter" of Ordinance No. 564-79.

Based on comments at the public hearing, another letter has been sent to the project sponsors to the Victorian Hotel management inquiring as to the current status.

MITIGATION MEASURES

Under new section H. Housing a mitigation measure regarding the lease agreement of the Victorian Hotel is added.

2. Hotel Demand

Summary of Comments

The potential users of the Apparel Mart Complex who do not live in San Francisco would need to stay at hotels that are probably more cost effective than the expensive hotels in downtown San Francisco. What would be the increase in the demand for hotel space and what type of hotels?

Response

There is currently a shortage of "quality" hotel rooms in San Francisco, as indicated by the current loss of hotel business or "turn-away" demand for hotel accommodations in the City.[1] The turn-away demand occurs primarily in the commercial traveler segment of the market when accommodations are full from Monday through Thursday, and in the tourist segment during weekends and the summer tourist season.

It is estimated that there are about 15,000 hotel rooms in the "downtown" area surrounding the Apparel Mart, with daily room rates for single occupancy ranging from about $30 to about $110. The San Francisco Convention and Visitors Bureau estimates that an additional 5,000 rooms may be constructed in the next 5 years; with the completion of the Moscone Convention Center, however, demand for hotel rooms would continue to increase.[2] Potential tenants, merchants, representatives, buyers and other users of the Apparel Mart living outside the Bay Area would require hotel space. It is not posssible to accurately predict the demand for hotel space when the Mart is fully operational as Apparel Mart-generated demand would range from the basic economical room to the luxury suite.

Demand generated by the Apparel Mart would not be comparable to the tourist-related demand on much of the San Francisco hotel

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[1]Dale Hess, Assistant Manager of the San Francisco Convention and Visitors Bureau, telephone conversation, 4 February 1981. Essentially there is not standard definition of quality rooms in San Francisco. No uniform rating classification exists.

[2]Ibid.

space. Part, but not all of the demand would be comparable to convention-related use of existing City hotels because hotel demand would occur during Market Days, convention-type activities and on ordinary days as well when out-of-town Apparel Mart users are doing business in the Mart. It is not anticipated that the demand for hotel space resulting from increased activity at the Mart would place a burden on the existing and anticipated supply.

3. Hotel Conversion Ordinance

Summary of Comments

The Victorian Hotel should be restored to 100% residential Hotel. At present the public does not know how many rooms in the Victorian Hotel are classified residential and how many are transient. At least 90 units are considered to be for residential occupancy.

What City agency is supposed to enforce the Ordinance?

Response

Ordinance No. 15-81 was passed by the Board of Supervisors on 5 January 1981 which amended the San Francisco Administrative Code by adding Chapter 41. It provides that, no conversion of residential hotel units in residential use as of 23 November 1979 into tourist or transient units will be permitted, except under very limited circumstances. Allowable conversions will require a special permit. Additionally, acts intended to lead to a conversion of residential units are included in the definition of "acts of conversion." The ordinance provides that any conversion of a residential hotel unit without a permit will result in a civil penalty equal to three times the amount that would have been paid to the San Francisco Housing Development Fund if the conversion had been permitted and a replacement housing payment made under Section 41.7(a) (3) of the Ordinance.

The Building Inspection Superintendent's Office in the Department of Public Works enforces the Ordinance. The owners/managers must indicate to the City by April 9, 1981 the number of rooms in their respective hotels that are to be categorized as residential. The determination is based on several factors that include the amount of transient (hotel) tax paid at the time of the moritorium and occupancy of a room by the same person for more than 32 days. At present, City records show that all rooms in the Victorian Hotel are classified as residential.

To date, the Building Inspection Office has received one complaint (for possible violation of the Residential Hotel Ordinance) in the past two years regarding the Victorian Hotel (13 January 1981).[1]

[1]Christopher Stewart, Building Inspector, City of San Francisco Building Inspection Superintendent's Office, interview, 12 February 1981.

4. HOUSING DEMAND

Summary

The project sponsors should build 160 units of housing in South of Market Area for Senior Citizens because they are responsible for the changes in the Victorian Hotel to partial tourist accommodations.

The EIR does not address the effects on housing demand in San Francisco that may be created by the construction of the proposed project. Many people using the completed Apparel mart would demand housing in the City which would create an unavoidable adverse impact.

There are no mitigation measures for housing. The project sponsors should provide some type of housing or contribute to a housing fund since they may be responsible for generating further demand for housing in a situation that is already at crisis proportions.

Response

The following has been added to the EIR as a new Impacts Section IV.L. HOUSING, page 142a:

> "The proposed project would generate a demand for housing in San Francisco. The potential tenants of the Apparel Mart are different than the average office worker in terms of residential preferences and commuting habits. A survey of existing tenants at the Pacific I building indicates that about 22% live in San Francisco and the rest commute to the City.[1] The usual standard for downtown office workers is about 40% City residents.[2]
>
> The proposed project is estimated to create employment for about 600-700 people. Based on 22% San Francisco residency about 130 to 155 units may be required."

---

[1] "Residency of San Francisco Apparel Mart Tenants", Barbara Kirkpatrick, San Francisco Apparel Mart, 26 January 1981.

[2] 315 Howard Street Office Building EIR, EE.79.196, 21 August 1980.

According to "Changes in San Francisco Housing Inventory", (San Francisco Department of City Planning, 1977), the City's housing stock is increasing by 1,000 to 1,500 units per year. The demand for housing generated by the Apparel Mart Pacific III building would represent one-tenth to one-fifth of a year's supply of housing construction.

MITIGATION MEASURES

A new section, H. Housing, has been added on page 151a.

New text has been added on page 159 under Alternative C, Office Use.

I. FISCAL

Individuals Who Spoke at the Public Hearing 8 January 1981

Carl Imparato

Summary of Comments

The discussion of municipal costs is deceptive. In the text the Draft EIR indicates that the project revenues to the City are expected to exceed incremental costs directly attributable to the project. Yet in a footnote the EIR claims that it is difficult to quantify the costs and benefits. How can the DEIR make these two disparate statements.

The EIR should cite the Department of City Planning Sedway/Cooke study which states that municipal cost may exceed revenues for new downtown development.

The costs of congestion, the effect on MUNI, the long-term fiscal impacts, the effect of inflation and the fact that costs are going to outstrip the revenues in the project should all be mentioned in the EIR.

Response

On pages 125 to 129, the estimated fiscal impacts to the City are discussed. Where these impacts can be quantified, they are included. The EIR states on page 128 that the exact costs are difficult to quantify, particularly on a long-term basis as there are a number of independent variables that could affect the amount of revenues. Some of these are indicated on pages 127 and 128. The immediate direct increases of public services due to the proposed project are estimated to be much less than the anticipated revenue generated by the project to the City.

However, as Proposition 13 limited annual property tax increases to 2%, inflationary increases in public service costs would ultimately exceed project-generated revenues.

The Sedway/Cooke report was not included as well as other cost revenue studies of the Downtown Area (e.g. the Arthur Andersen & Co., November 1980 which concluded that the Downtown Highrise District produces more revenue for the City than it costs the City to provide services to the District) because

the assumptions used vary and may not be germane to the specific location and nature of the Apparel Mart.

The potential impacts on the MUNI are also discussed on pages 106 and 107. Long-term fiscal impacts of the proposed project on MUNI and the City are not possible to quantify.

J. ALTERNATIVES

Individuals Who Spoke at the Public Hearing, 8 January 1981

Carl Imparto

Summary of Comments

There should be much more emphasis given to Alternative E. It is only discussed for half a page in the DEIR. Some floor plans and some more quantitative statement of impacts should be included. There is no alternative to the project.

Response

Alternatives are discussed on pages 155 to 164. Alternative E is addressed on pages 160 to 162. Further quantification of impacts would not provide additional information useful to the decision-makers. Floor plans would not change the nature of the impacts as the EIR analysis is based on overall square footage and use of the proposed project, not on the floor plans.

K. COMMUNITY SERVICES

Correspondence Received During the Public Review Period

James W. Funsten

Richard Freeman

Individuals Who Spoke at the Public Hearing 8 January 1981

James W. Funsten

Linda Hallinan

Summary of Comments

When the proposed project is constructed television reception would be blocked to the Victorian Hotel.

Response:

The following new text has been added to Community Services and Public Utilities impacts discussion on page 133 of the EIR:

> "The Victorian Hotel presently receives television signals from Sutro Tower with a roof-top antenna. The proposed project would interfere with signal reception and could mean that the main Bay Area stations would not be available to Hotel residents".

MITIGATION MEASURES

A new section, G. Community Services, has been added on page 151 of the EIR.

WATER

The following text on pages 71 and 72 of the DEIR has been revised to read as follows:

"A 6-inch fire service line and a 4-inch domestic service line were connected to an 8-inch main in Jessie Street. This connection was intended to serve both the Pacific II and Pacific III buildings.[1]

---

[1]J.E. Kenck, manager, San Francisco Water Department City Distribution Division, letter 8 December 1980."

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CHAPTER XI
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APPENDIX A

Transportation Calculations and Trip Generation Data

Figure A-1

OTHER PROPOSED and APPROVED PROJECTS NEAR APPAREL MART

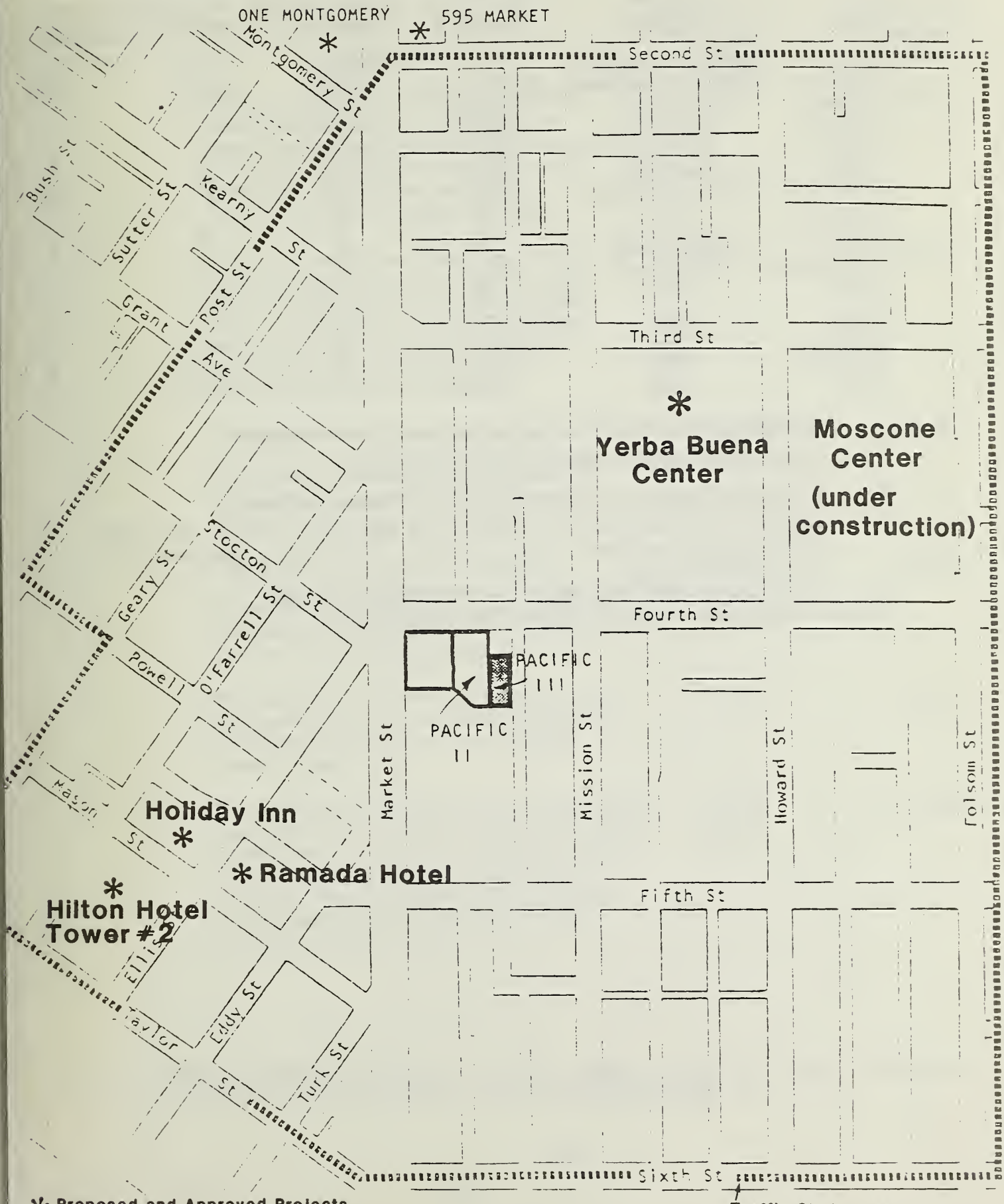

Table A-1
STREET RIGHT-OF-WAY CHARACTERISTICS

Street Name	Direction of Flow	Curb to Curb Width (ft.)	Actual Sidewalk Width (ft.)	No. of Travel Lanes Peak Period	Off-Peak
Market	Northeast/Southwest	53	28 to 35	2/2	2/2
Mission	Northeast/Southwest	52.5 to 62.5	10 to 15	1(1)/1(1)	1(1)/2
Howard	Southwest	58.5	12	5	4
Folsom	Northeast	62.5	10	4	4
Third[1]	Northwest	54.5	14	6	4
Fourth	Southeast	62.5	8-12	6	4
Fifth[2]	Northwest/Southeast	52.5	15	3/2	3/2
Stockton	South	35	15	4	3
Powell	North/South	37	15	2	2
North Fifth[3]	North/South	52.5	14	2/2	2/2
Mason	South	40	20	2	2
Eddy[4]	East	44.5	12	3	3
Ellis	West	45	12	3	3
O'Farrell	East	38.5	15	3(1)	2
Geary	West	37.8	15	4(1)	3

( ) indicates a transit only lane also exists during this time period.

1 Third Street loses one lane from Mission to Market.

2 Fifth Street loses one northbound lane from Mission to Market.

3 North Fifth Street north of Eddy is 44 feet wide, has 14 foot sidewalks, is one-way north only, and has 3 lanes in the peak period (2 during off peak).

4 Ellis Street has only two lanes from Market to Mason.

Source: Traffic Engineering Div., City of San Francisco

Table A-2

LEVELS OF HIGHWAY SERVICE INTERPRETATION

Level of Service	Description	Delay Range (Sec. per Vehicle)	Volume to Capacity Ratio
A	Excellent operation. All approaches to signalized intersections appear quite open, turning movements are easily made, and nearly all drivers find freedom of operation. No vehicles wait longer than one red traffic signal indication.	0-16	0-.60
B	Very good operation. Many drivers begin to feel somewhat restricted within platoons of vehicles. This represents stable flow. An approach to a signalized intersection may occasionally be fully utilized and a substantial number of cycles are approaching full use.	16-22	.60-.70
C	Good operation. Occasionally drivers may have to wait through more than one red signal indication, and back-ups may develop behind turning vehicles. Most drivers feel somewhat restricted.	22-28	.70-.80
D	Fair operation. Cars are required to wait through more than one traffic signal cycle during short peaks. There are no longstanding traffic queues. Typical design goal for planning purposes.	28-35	.80-.90
E	Poor operation. Some longstanding vehicular queues develop on critical approaches to intersections. Delays may be up to several signal cycles.	35-40	.90-1.00
F	Forced flow. Represents jammed conditions. Backups from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the intersection approach lanes; therefore, volumes carried are not predictable. Potential for stop and go type traffic flow.	40 or greater	Over 1.00

Source: Based on National Academy of Sciences, Highway Capacity Manual, 1965 and the Draft Final Report for the New Highway Capacity Manual.

TABLE A-3

Existing Yellow and White Zones in Project Area

Street	Segment	Loading or Yellow Zones No.	Loading or Yellow Zones % Occupancy	Loading or Yellow Zones Comments	White Zones No.	White Zones % Occupancy	White Zones Comments
Market	Powell to Stockton	2	75	-	-		
	Stockton to Grant	1	50	-	-		
Mission	Fifth to Fourth	1	100	-	-		
Howard	Mary to Fifth	1	0	-	-		
	Fifth to Fourth	5	67	-	-		
Folsom	Falmouth to Fifth	2	100	-	-		
Third	Mission to Market	3	100	-	-		
Fourth	Mission to Market	3	100		3	80	
Fifth	Mission to Market	5	90		2	100	
Mason	Turk to Eddy	2	100				
	Eddy to Ellis	2	70				
	Ellis to O'Farrell	-	-		1	0	
North Fifth	Eddy to Ellis	2	100		1	100	
	Ellis to O'Farrell	1	100				
Powell	Ellis to O'Farrell	3	75		3	33	
	O'Farrell to Geary	4	90		4	25	
	Geary to Post	-			3	50	
Stockton	Ellis to O'Farrell	3	100				
	O'Farrell to Geary	2	100	7-1 PM only 7-4 PM only			
	Geary to Post	2	100		2	100	
Eddy	Mason to North Fifth	2	75				
Ellis	Mason to Powell	3	50	2 zones are 7-1 PM only			
	Powell to Stockton	4	100	"			
O'Farrell	Mason to Powell	3	50	2 zones are- 7-1 PM only			
	Powell to Stockton	2	50		3	50	
	Stockton to Grant	3	90		1	50	
Geary	Powell to Stockton	2	67		2	70	
	Stockton to Grant	5	100	3 zones are- 7-1 PM only			
	Grant to Kearny	5	100	2 zones are 7-1 PM only	1	100	

Source: DKS Field Study, August 1980.

Table A-4 - Approved and Proposed Projects Near Apparel Mart

Project (Completion Date)	Description	P.M. Peak Hour Trips: Total (person trips)	Vehicle Trips[5]	Transit: MUNI	Transit: Others[6]
1. Yerba Buena[1] 3rd/ west of 4th, Harrison/Market EE.77.220 (1988)	Convention Center, offices, housing, etc.	23,700	7,200	N/A	N/A
2. 595 Market[2] EE.74.322 (1980)	378,000 sq. ft. office	1,359	501	393	476
3. ONE Montgomery[2] Crocker Tower EE. 78.298 (1982)	654,000 sq. ft. office/ retail	2,405	871	693	846
4. Hilton Hotel Tower[3] #2 EE. 79.257 (S.E. corner O'Farrell & Taylor)	400+ Rooms	N/A	95	90[7]	100[7]
5. Ramada Hotel[4] EE. 80.171 (1982) (Ellis/Eddy, Mason/ North 5th St.)	1,000 Rooms	N/A	240	230	240
6. Holiday Inn Hotel[4] (O'Farrell, Ellis, Mason, N. 5th) (1983)	1,000 Rooms	N/A	240	230	250

N/A = Not Available (YBC Transit Data given as demand/capacity ratios)

[1]Final EIR. Yerba Buena Center EE 77.220, Appendix Volume pp.65, 67, Table F-4, F-5; and Text Volume II, pp. 337a, Table 54A (Redevelopment agency preferred alternative).

[2]Guidelines for Environmental Evaluation - Transportation Impacts, June 1980, Attachment 2, City of San Francisco.

Table A-4 - Continued

[3]Draft EIR, Hilton Hotel Tower #2, Table 18, and page 117.

[4]Draft EIR, Hotel Ramada, pg. 111, 112, Table 16.

[5]Auto plus service vehicle trips (excludes Public Transit Vehicles).

[6]Excludes Charter bus trips.

[7]Estimates based on Hotel Ramada data.

APPENDIX B

Microclimate

DONALD BALLANTI
METEOROLOGICAL AND
ENVIRONMENTAL CONSULTANT

November 4, 1980

Russell Faure-Brac, President
Environmental Impact Planning Corporation
319-11th Street
San Francisco, CA 94103

Subject: Evaluation of Wind Impacts for the Proposed Pacific III Building

Dear Mr. Faure-Brac:

At your request I have visited the project site and reviewed the plans for the proposed building. The building site and geometry suggest the following:

(1) Winds intercepted by the upper portion of the 30-story building would travel downward until they reach the roof of the Pacific II building. The strongest winds near the proposed building would occur at the rooftop of the Pacific II building. Because of existing buildings to the east and west of the building, and the narrowness of Jessie Street, it is unlikely that these accelerated winds would reach the ground.

(2) The location of the maximum winds for the proposed project would be above and generally downwind of the terraces on the Pacific II building. These terraces should not be adversely affected by the Pacific III building.

(3) The Jessie Street sidewalks are the only pedestrian areas near the building. These areas would be offered additional shelter by the proposed building.

(4) Project shadows would not extend to existing pedestrian areas.

In summary, the proposed project does not appear to have the potential for adverse effects on pedestrian comfort. If you have questions concerning these findings, please call.

Sincerely,

Donald Ballanti

Donal Ballanti,
Certified Consulting Meteorologist

1424 Scott Street • El Cerrito, CA 94530 • (415) 234-6087

APPENDIX C

Fundamental Concepts of Environmental Noise

APPENDIX C

Fundamental Concepts of Environmental Noise

This section provides background information to aid in understanding the technical aspects of this report.

Three dimensions of environmental noise are important in determining subjective response. These are:

a. the intensity or level of the sound;
b. the frequency spectrum of the sound;
c. the time-varying character of the sound.

Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure. Sound levels are usually measured and expressed in decibels (dB), with 0 dB corresponding roughly to the threshold of hearing.

The "frequency" of a sound refers to the number of complete pressure fluctuations per second in the sound. The unit of measurement is the cycle per second (cps) or Hertz (Hz). Most of the sounds which we hear in the environment do not consist of a single frequency, but of a broad band of frequencies, differing in level. The quantitative expression of the frequency and level content of a sound is its sound spectrum. A sound spectrum for engineering purposes is typically described in terms of octave bands which separate the audible frequency range (for human beings, from about 20 to 20,000 Hz) into ten segments.

Many rating methods have been devised to permit comparisons of sounds having quite different spectra. Fortunately, the simplest method correlates with human response practically as well as the more complex methods. This method consists of evaluating all of the frequencies of a sound in accordance with a weighting that progressively and severely deemphasizes the importance of frequency components below 1000 Hz, with mild deemphasis above 5000 Hz. This type of frequency weighting reflects the fact that human hearing is less sensitive at low frequencies and extreme high frequencies than in the frequency midrange.

The weighting curve described above is called "A" weighting, and the level so measured is called the "A-weighted sound level", or simply "A-level".

The A-level in decibels is expressed "dBA"; the appended letter "A" is a reminder of the particular kind of weighting used for

the measurement. In practice, the A-level of a sound source is conveniently measured using a sound level meter that includes an electrical filter corresponding to the A-weighting curve. All U.S. and international standard sound level meters include such a filter. Typical A-levels measured in the environment and in industry are shown in Figure C-1.

Although the A-level may adequately describe environmental noise at any instant in time, the fact is that the community noise level varies continuously. Most environmental noise includes a conglomeration of distant noise sources which creates a relatively steady background noise in which no particular source is identifiable. These distant sources may include traffic, wind in trees, industrial activities, etc. These noise sources are relatively constant from moment to moment, but vary slowly from hour to hour as natural forces change or as human activity follows its daily cycle. Superimposed on this slowly varying background is a succession of identifiable noisy events of brief duration. These may include nearby activities or single vehicle passages, aircraft flyovers, etc., which cause the environmental noise level to vary from instant to instant.

To describe the time-varying character of environmental noise, the statistical noise descriptors L10, L50, and L90 are commonly used. The L10 is the A-weighted sound level equaled or exceeded during 10 percent of a stated time period. The L10 is considered a good measure of the "average peak" noise. The L50 is the A-weighted sound level that is equaled or exceeded 50 percent of a stated time period. The L50 represents the median sound level. The L90 is the A-weighted sound level equaled or exceeded during 90 percent of a stated time period. The L90 is used to describe the background noise.

As it is often cumbersome to describe the noise environment with these statistical descriptors, a single number descriptor called the Leq is also widely used. The Leq is defined as the equivalent steady-state sound level which in a stated period of time would contain the same acoustic energy as the time-varying sound level during the same time period. The Leq is particularly useful in describing the subjective change in an environment where the source of noise remains the same but there is change in the level of activity. Widening roads and/or increasing traffic are examples of this kind of situation.

In determining the daily measure of environmental noise, it is important to account for the difference in response of people to daytime and nighttime noises.

During the nighttime, exterior background noises are generally lower than the daytime levels. However most house-

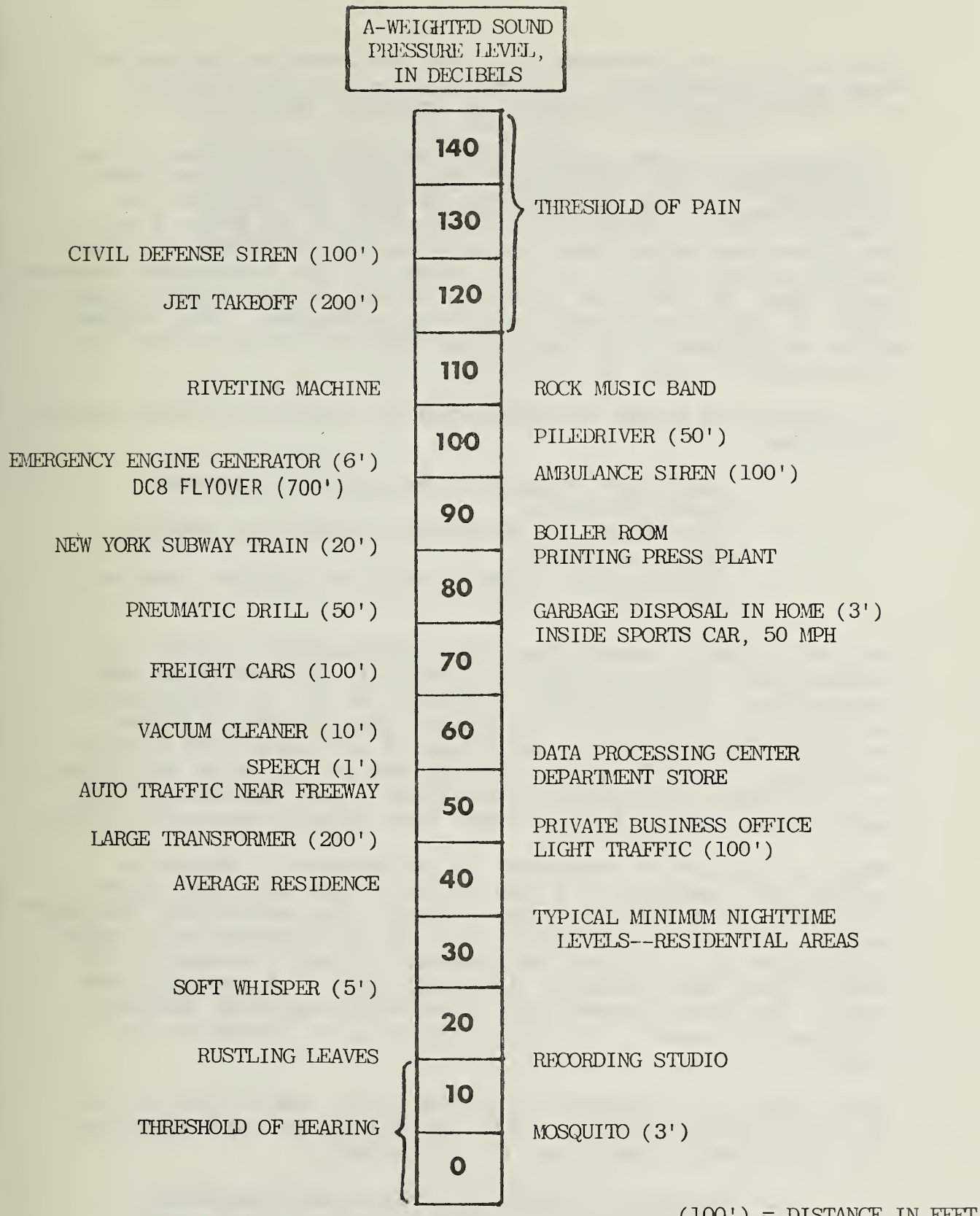

FIGURE C-1: TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND INDUSTRY

hold noise also decreases at night and exterior noises become very noticeable. Further most people are sleeping at night and are very sensitive to noise intrusion.

To account for human sensitivity to nighttime noise levels a descriptor, Ldn, (day-night equivalent sound level),was developed. The Ldn divides the 24-hour day into the daytime of 7 am to 10 pm and the nighttime of 10 pm to 7 am. The nighttime noise level is weighted 10 dB higher than the daytime noise level. The Ldn, then, is the A-weighted average sound level in decibels during a 24-hour period with 10 dBA added to the hourly Leqs during the nighttime. For highway noise environments the Leq during the peak traffic hour is approximately equal to the Ldn.

The effects of noise on people can be listed in three general categories:

1. subjective effects of annoyance, nuisance, dissatisfaction;
2. interference with activities such as speech, sleep, learning;
3. physiological effects such as startle, hearing loss.

The sound levels associated with environmental noise, in almost every case, produce effects only in the first two categories. Unfortunately, there is as yet no completely satisfactory measure of the subjective effects of noise, or of the corresponding reactions of annoyance and dissatisfaction. This is primarily because of the wide variation in individual thresholds of annoyance, and habituation to noise over differing individual past experiences with noise.

Thus, an important parameter in determining a person's subjective reaction to a new noise is the existing noise environment to which one has adapted: the so-called "ambient" noise. "Ambient" is defined as "the all-encompassing noise associated with a given environment, being a composite of sounds from many sources, near and far". In general, the more a new noise exceeds the previously existing ambient, the less acceptable the new noise will be judged by the hearers.

With regard to increases in noise level, knowledge of the following relationships will be helpful in understanding the quantitative sections of this report:

a) Except in carefully controlled laboratory experiments, a change of only 1 dBA cannot be perceived.
b) Outside of the laboratory, a 3-dBA change is considered a just-noticeable difference.

c) A change in level of at least 5 dBA is required before any noticeable change in community response would be expected.
d) A 10-dBA change is subjectively heard as approximately a doubling in loudness, and would almost certainly cause an adverse change in community response.

APPENDIX D

Projected Revenues to the City and County Of San Francisco

APPENDIX D

Projected Revenues to the City and County of San Francisco

Total property tax revenues shown in Table 22 were based on replacement cost estimate as follows:

	Millions of Dollars
Land (already owned, 1980 assessed value)	0.5
Construction cost[1]	
Shell	21.0
Interior finish	6.0
Interim financing @ 15%[2]	4.1
Leasing costs @ 5%	1.4
Total	33.0

[1]Does not include tenant improvements, which would be taxed as personal property.

[2]The interim financing is included as it represents the total development cost on which the property tax is calculated.

APPENDIX E

Apparel Mart Economic Considerations

APPENDIX E

APPAREL MART ECONOMIC CONSIDERATIONS*

The Trade Mart Concept

A wide variety of trade marts and trade centers have been developed throughout the world. Although the concept is not a new one, it has changed over time in response to specific economic conditions and to meet different local needs as they arose. As a result, there is little agreement on the optimum size and mix of components that should be included in such a complex. However, even with all these differences, such facilities can be categorized into two general groups on the basis of their primary function. Though there are both domestic and international dimensions in each of these groups, this main function or purpose has the greatest influence on the types of users and the space required. The two generic categories of facilities are trade centers and trade marts. It should be noted that these labels are frequently used interchangeably; consequently, the names of existing facilities do not reflect their function accurately.

A trade center has no necessary connection with the display of goods. Rather, the primary function of such a center is to facilitate the flow of paperwork associated with import/export, cartage, shipping and product movement transactions. As the importance of trade, particularly international, has increased in recent decades, these procedures have become extremely complicated. With the proliferation of rules, procedures, rate structures and other aspects of foreign or domestic trade, a number of trade centers have evolved from small facilities to much larger ones. The large number of firms that provide extremely specialized services has furthered the growth of trade centers. Most of these firms require frequent contact with banks, transportation firms, customs brokers, importers/exporters, government representatives, trade associations and manufacturers, as well as other regulatory agencies. The trade center has as its primary purpose, the concentration of these firms in a single location, thereby making the overall business of these firms more efficient.

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*Excerpts by EIP from a study prepared March 1978 by Economics Research Associates for the San Francisco Apparel Mart partnerships.

Such a center provides tenants with the advantages of cumulative attraction by having a large number of related firms nearby so that exposure is increased, and smaller tenants can enjoy economical operation by sharing data, communication and other business services that they could not afford independently. As a result, a trade center is functionally an office building and must be designed as such.

A trade mart (or a merchandise mart) is a specialized building primarily intended for the exhibit of products. Normally such a facility is organized around one or several product lines produced by a large number of manufacturers. The goods displayed are characterized by a high degree of style and variety so that prospective buyers require frequent comparisons among the lines offered. These marts are primarily intended to promote the wholesale distribution of products, and thus are not open to the general public. The tenant-exhibitors in this type of complex are wholesalers, manufacturers, and manufacturers' representatives. Space is usually leased in large blocks for relatively long terms while office space is typically kept to the minimum needed to fill orders. Customers attracted to such a mart include retailers, retail buyers, decorators, etc., who benefit by having a large concentration of goods on display at one location.

Because of the above characteristics, true trade marts generally serve a relatively restricted regional audience. Since foreign goods must compete with domestic goods within any given product line, there are currently no major marts that specialize in the display of imported products only. Similarly, virtually all domestic goods are candidates for export, so foreign buyers can utilize the same product-specialized marts that domestic buyers are attracted to.

Another benefit to the tenants of trade marts is the exposure to large numbers of buyers generated by shows or markets sponsored by trade organizations or by the mart itself. Also, manufacturers and their representatives benefit from the "cumulative draw" effect in a mart that would not ordinarily be possible with independently located showrooms.

Merchandise marts may be wholly contained in a single structure or include several buildings within an integrated complex, such as the Dallas Market Center. However, whether a merchandise mart includes one or more buildings, floor space is generally separated according to market categories. In multilevel merchandise mart buildings, certain floors are assigned to specific types of merchandise. In cases such as Dallas and Chicago which include more than one structure, individual buildings may be devoted to a single type of merchandise. Lobbies or entrance malls in most major merchandise marts are occupied by retail shops and service establishments,

such as travel agencies, barber shops, snack bars, tobacco shops, etc. Restaurant and/or other food and beverage service facilities are also found in most major marts.

The distinctions in purpose and space-type are necessary because of frequent confusion between the two concepts, arising partly from the fact that trade marts and trade centers are occasionally combined or located near one another in major commerce centers. The association of display and exhibition space with both facilities also is often misunderstood because, though both concepts do not require such space, most newer facilities do provide at least some for their tenants. Permanent display space is most often in the form of an expanded reception area for the specific tenant adjoining this office area. Generally, these areas are small, usually only several hundred square feet. Semi-permanent space is occasionally available separately in display areas also featuring the goods of numerous other firms. Finally, a larger exhibit area rented for periods of up to one or two weeks may be provided for special shows or meetings. By way of comparison to trade centers, trade marts consist almost entirely of permanent display space. Some have large open exhibit halls or temporary display space designed as such unless they are associated with a convention center or hotel, or have surplus space. When a trade show is held, it involves mostly existing tenants who merely modify or temporarily expand their normal displays.

The apparel mart is simply a trade mart which deals exclusively with apparel and related merchandise.

Apparel marts are centrally located within major U.S. regions and serve predominantly regional markets. An estimated 75 to 80% of the customers who attend or visit these marts come from within a 300 to 500 mile radius of each respective facility.

Tenant Mix

Apparel mart tenants are summarized, in order of magnitude, as follows:

- Women's Apparel
- Women's and Children's Apparel
- Men's and Boy's Apparel
- Children's and Infant's Apparel
- Sportswear
- Footwear
- Handbags and Jewelry
- Haute Couture
- Specialized Gifts/Accessories

Women's apparel tenants are the most frequently occurring tenants in apparel marts. Sportswear tenants, however, are currently the fastest growing tenant-segment due to the proliferation in type and number of recreational pursuits and sports-related clothing.

Organization and Operating Characteristics

The organization of permanent showroom space in existing apparel marts generally follows a generic pattern, especially in the newer marts such as Chicago and Seattle. Occasionally, as has happened in Dallas, showroom space has been organized around trade associations and manufacturers who have typically leased larger blocks of space and then subleased it to their members or representatives. Trade associations have become involved in this manner in an attempt to control their showroom environment since many associations and manufacturers have rules and regulations concerning behavior and selling tactics for members and representatives.[1]

Most buyer traffic in existing apparel marts occurs during shows or markets. Although some tenants also utilize their space for offices, the majority of apparel showrooms are closed to the general public. Gift showrooms, which are increasingly found in apparel marts, tend to be open on a more regular basis.

Restaurant and lounge facilities are essential supportive elements in apparel mart operations. To varying degrees, food and beverage service for fashion shows, revues, displays and even banquets is provided in most marts. A variety of retail shops and service establishments are also usually included, the more important of these being instant printing/copy service, camera/film developing, office supplies, tobacco shops, as well as personal services such as barber shops, beauty salons and dry cleaning services.

Area Wholesale Market Support

A direct relationship exists between retail sales and wholesale volume. Members of the apparel industry have substantiated that retail sales are established at approximately twice the value of wholesale merchandise. Since this retail marketing "rule-of-thumb" reflects a 100% markup over wholesale value, San Francisco's wholesale base is estimated as one-half of the area's retail sales.

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[1]Product showrooms are arranged in linear fashion, by floor, group like products together.

Table E-1 represents the most recent retail sales and subsequent wholesale base for the San Francisco Bay Area[1] and 4 other major areas. This "area-linked wholesale volume" serves as a proxy for the level of wholesale apparel activity each of these 5 market areas can support, regardless of where the wholesale transaction was actually conducted.[2]

The regional "import/export" role of each area is determined by subtracting the area-linked wholesale volume from its corresponding total wholesale volume. A resulting net positive value implies an "exporter" role since this remaining wholesale volume must be absorbed by retail outlets beyond the immediate market area. As Table E-1 illustrates, Chicago, Los Angeles and Dallas are major wholesale exporters; between 56 and 77% of their wholesale volume is in excess of local retail market demand. It is well known that these cities are dominant wholesale centers within the apparel industry.

In the case of San Francisco and Seattle, the resulting net wholesale volume is negative. In other words, each area's retail market can support more apparel volume than is currently generated by its respective wholesale sector. As shown in Table 1, these 2 west coast cities need to import 7% of their immediate retail apparel needs.

U.S. Market Share Perspective

The apparel industry involves manufacture, wholesale and retail activity. Table E-2 presents the sales volume and distribution for these industry segments within San Francisco and the four other locations. Each area's share of the U.S. total market is also shown in percentage terms.

The 3 west coast markets, San Francisco, Los Angeles and Seattle, appear to be more self contained. Unlike Chicago and Dallas, these cities do not experience any substantial percentage gains in the number of U.S. wholesalers versus

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[1]The nine-county Bay Area includes: San Francisco, San Mateo, Santa Clara, Marin, Sonoma, Napa, Alameda, Contra Costa, and Solano counties.

[2]It is unlikely that total retail sales are based on wholesale merchandise entirely bought within the same area. However, for the purpose of this analysis, cross-regional wholesale transactions are assumed to offset such leakage, resulting in a null impact or "wash".

Table E-1

COMPARATIVE ANALYSIS OF WHOLESALE AND RETAIL SALES VOLUME
($1,000's)

Industry Variable	San Francisco	Los Angeles	Seattle	Dallas	Chicago
Area Retail Sales	$748,878	$1,303,070	$167,215	$310,065	$1,181,947
Area Linked Wholesale[1/] Volume	374,439	651,535	83,608	155,032	590,974
Total Wholesale Volume	351,125	1,854,782	78,425	661,635	1,335,397
Exported (Imported) Net Wholesale Volume[2/]	(23,314)	1,203,247	(5,183)	506,603	744,423
Percentage of Wholesale[3/] Volumee which is Exported (Imported)	(7%)	65%	(7%)	77%	56%

1/ $\frac{\text{Retail Sales}}{2}$ = Area-Linked Wholesale Volume; based on a 50% retail mark-up assumption.

2/ Total Wholesale Volume - Area-Linked Wholesale Volume = Exported (Imported) Wholesale Volume.

3/ $\frac{\text{Exported (Imported) Net Wholesale Volume}}{\text{Total Wholesale Volume}}$ = Percentage of Wholesale Volume which is Exported (Imported)

Source: U.S. Bureau of the Census, Census of Wholesale Trade, Census of Retail Trade, 1972 and Economics Research Associates.

Table E-2

U.S. APPAREL INDUSTRY MARKET SHARE: DISTRIBUTION POINTS AND SALES VOLUME

LOCATION	MANUFACTURE ACTIVITY				WHOLESALE ACTIVITY				RETAIL ACTIVITY			
	# Distributors	% of U.S. Total	$ Volume ($1,000's)	% of U.S. Total	# Distributors	% of U.S. Total	$ Volume ($1,000's)	% of U.S. Total	# Distributors	% of U.S. Total	$ Volume ($1,000's)	% of U.S. Total
San Francisco	377	1.5%	201,200	.7%	205	1.7%	351,125	1.3%	3,139	2.4%	748,878	3.0%
Los Angeles	2,149	8.8	1,496,100	5.4	1,022	8.3	1,854,782	6.6	6,845	5.3	1,303,070	5.3
Seattle	95	.4	74,000	.3	67	.5	78,425	.3	640	.5	167,215	.6
Dallas	286	1.2	429,900	1.5	219	2.3	661,635	2.4	1,882	1.5	310,065	1.3
Chicago	521	2.1	527,300	1.9	545	4.4	1,335,397	4.8	4,443	3.4	1,181,997	4.8

Source: U.S. Bureau of the Census, Census of Manufacture Trade, Census of Wholesale Trade, Census of Retail Trade, 1972.

manufacture distributors. However, the percentage of wholesale sales volume does increase somewhat for San Francisco and Los Angeles, implying more intensive utilization within the distribution points.

Unlike the other cities which are net export or self-serving market areas, San Francisco hs a larger percentage share of the retail rather than wholesale U.S. market. In fact, San Francisco's percentage of the U.S. retail market is almost twice its share of the wholesale market; indicating a relatively strong retail market and consequently, definite potential for greater wholesale activity.

This potential is based on the inclination of wholesalers to locate near their retail markets. Traditionally, wholesalers tend to locate near manufacturing sources. But as manufacturers continue to relocate near inexpensive labor markets (particularly in foreign countries) with advantageous tax arrangements, it is unlikely that the wholesalers will follow suit. After all, wholesalers are involved in "few-to-many" business relationships since they directly deal with more retail buyers than manufacturers. Therefore, wholesalers now tend to locate near their retail markets in order to provide more responsive and individualized service: factors considered highly important by retailers.

This greater potential for wholesale activity in San Francisco implies demand for apparel mart space. Since the bulk of wholesale transactions is primarily conducted within such centralized facilities, having adequate and functional mart space helps ensure the viability of the area's apparel industry.

Geographic Market Segment

Assuming competitive mart facilities, the San Francisco geographic retail market expands beyond northern California and well into Oregon, if not Washington. The fringe of this northern territory begins to overlap into Seattle's geographic market area, especially as Seattle continues to improve its wholesale mart facilities and marketing. Looking southward, San Francisco's market area encompasses the central valley to Bakersfield. Again, this "gray area" overlaps with Los Angeles' regional draw. Northern Nevada and Southern Idaho reflect the eastern boundaries with Hawaii representing the western outpost. Within these geographic parameters, San Francisco's market area includes a wide variety of retail establishments and purchasing needs.

Retailer Market Segment

Despite San Francisco's broad geographic market, many retailers within this area conduct their major transactions

in Los Angeles or New York. Some of this "leakage", involves buyer-principal relationships that focus on specialized "avant garde" fashion or large volume purchases. Such activity cannot be captured by San Francisco in the short run.

Based on ERA's discussions with members of this retail market segment, San Francisco's major advantage is its convenient location for last-minute or marginal transactions. San Francisco is in the process of recouping some of the high-fashion and department store chain business by upgrading the functions and purpose of the existing apparel mart and the development of Pacific II.

Another market segment, the "Class B" lower volume department stores, also benefit from the upgraded apparel mart facilities in San Francisco. Because these buyers need exposure to an extensive variety of merchandise lines more so than continued direct contact with several wholesale principals, they are in the process of utilizing enlarged mart facilities instead of being "forced" down to Los Angeles.

Locational Factors

The San Francisco Apparel Mart is well located relative to several major factors which influence industry market support. The accessibility of quality hotels, major retail establishments, public transportation and other factors enhance the development feasibility of this site.

The Union Square shopping and hotel area is only a 5 to 10 minute walk from the Apparel Mart. There are over 9,700 hotel and motel rooms located in the Union Square area. An additional 1,700 hotel rooms are situated on Nob Hill, which can be easily reached via cable car from the Apparel Mart.

Union Square is also recognized as the most distinguished and extensive retail area within San Francisco. Every Bay Area department store chain maintains its "flagship" unit around this location. In fact, one major retailer, the Emporium, is located adjacent to the Apparel Mart. A variety of specialty retail stores are also located within the parameters of the Union Square location. The long term economic vitality of the Union Square retail district is evidenced by the expansion commitments made by 2 nationally recognized, top quality retailers, Saks Fifth Avenue and Neiman-Marcus. Clearly, such activity is intrinsic to the viability of the wholesale apparel trade.

Transportation Characteristics

A number of public transit systems currently serve the Apparel Mart site, making it easy to reach from anywhere in the Bay Area. Three BART stations, the Trans Bay Bus Terminal

and both the Greyhound Bus and Southern Pacific depots are located within a 10 minute walk of the site. The California, Powell, and Hyde Street cable car lines, traditionally popular among tourists, stop within a short walk to the site. The Apparel Mart is also well served by the many MUNI bus lines and taxicabs which traverse Market and Mission Streets. In addition, the site has good local and regional auto accessibility. Both U.S. Highway 101 and Interstate 280 freeways have on and off-ramps within a few blocks of the Center. These freeways are the major automobile routes to the Peninsula, East Bay and Marin County. Overall, the site is well served by the range of transportation options available for tenants and visitors alike.

Adjacent Development

Although the San Francisco Apparel Mart is presently located at the fringe of the established retail district, its location will be enhanced by other nearby development. The proposed Yerba Buena Center convention facilities will be only a few blocks away. The Apparel mart will benefit from the often complementary activities that will take place at YBC. These proximate and complementary convention facilities will have a "synergistic" effect on the area and will broaden the extent of apparel related conventions and special events that usually take place at an apparel mart.

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CHAPTER XIII

CERTIFICATION RESOLUTION

March 26, 1981
Pacific III - CU 79.97
DR 81.5

SAN FRANCISCO

CITY PLANNING COMMISSION

RESOLUTION NO. 8890

WHEREAS, The City Planning Commission on February 26, and on March 26, 1981 heard Application No. CU79.97 for a Conditional Use for the proposed PACIFIC III APPAREL MART, to permit EXCEPTION to Bulk Provisions to allow a length of 202.5 feet and a diagonal dimension of 250 feet, above the 150 foot height, when the City Planning Code allows 170 and 200 feet, respectively, thereby exceeding the bulk limitations of Section 207 of the City Planning Code; and

WHEREAS, The City Planning Commission on February 26, and on March 26, 1981 heard Application No. DR81.5 for Discretionary Review of Building Permit Application No. 7910880 for the proposed PACIFIC III APPAREL MART, to determine the appropriateness of the proposed use, requested bonuses, and overall project density and character on the property described as follows:

22 FOURTH STREET
southwest side between Market and Mission Streets,
Lot 3 in Assessor's Block 3705;

Being part of a complete and separate functional unit of development encompassing Pacific I, II and III, the entire project site being comprised of Lots 1, 2 and 3, Assessor's Block 3705, these lots being held in common ownership, meeting the definition of lot as prescribed by Section 102.12 of the Planning Code; and

WHEREAS, The proposed project offers a unique benefit to the city, in that it proposes to provide an expanded and modern Apparel Mart, sufficient in size, scale, and ultimate capacity to be competitive at a national level, and serve to strenghthen and reinforce the apparel and related industries in San Francisco; and

WHEREAS, It is City policy to maintain and foster a balanced and diversified economic base for San Francisco, particularly those activities and industries that provide job opportunities for San Francisco residents; and

WHEREAS, An expanded Apparel Mart serves to strengthen the apparel and related industries in San Francisco, including capacity to allow for future growth, resulting in economic diversification, and a broadening of employment opportunities; and

WHEREAS, The design as proposed would be in general compliance with urban design guidelines, calling for reduced "appearance" of bulk and designs that give a greater sense of separate elements; and

WHEREAS, The foot print Floor Area Ratio (F.A.R.) for the Pacific III structure approximates a ratio of 28 to 1, while the Project F.A.R. for Pacific I, II and III is approximately 12.9 to 1, where a base F.A.R. of 10 to 1 is currently permitted; and

WHEREAS, The Pacific I structure has been identified as a building of Architectural and Historic Merit by the City Planning Commission, being worthy of restoration and preservation; and

WHEREAS, It is the projects intent to retain, preserve and restore the facade of the Pacific I structure; and

WHEREAS, The City Planning Commission acknowledges that before acting on the project, it has reviewed, considered and approved the information contained in the Final Environmental Impact Report, dated February 26, 1981, concerning EE80.315, PACIFIC III APPAREL MART, San Francisco, having found said report to be adequate, accurate and objective, and having CERTIFIED THE COMPLETION of said Report in compliance with the California Environmental Quality Act and the State EIR Guidelines; and

WHEREAS, The proposed project, as indicated by the Final Environmental Imapct Report will have significant effects on traffic and pedestrian use of Jessie Street and on pedestrian use of Fourth Street adjacent to the proposed project, and in combination with other projects proposed and under construction in the area will have a significant effect on housing demand in the city and on transit use and parking demand in the downtown area; and

WHEREAS, Conditions can be established in authorizing the proposed project that substantially mitigate such environmental impacts; and

WHEREAS, These conditions would include efforts to expand housing, improve design, and mitigation measures described in the FEIR for transportation; and

WHEREAS, All building permit applications for new buildings in the C-3 districts must be reviewed by the City Planning Commission under their discretionary review powers pursuant to Commission policy under Resolution No. 8474, which review is similar procedurally to the review given a conditional use application;

THEREFORE BE IT RESOLVED, That the City Planning Commission finds that the following measures will mitigate the significant effects on traffic and pedestrian use of adjoining streets, on transit use and parking demand in the downtown area, and on housing demand:

Transportation and Parking

1. The project sponsor shall help expand transportation services by agreeing to contribute funds to augment transportation service, in an amount proportionate to the demand created by the project, through a funding mechanism to be developed by the City.

2. The project sponsor shall designate a transportation broker responsible for coordinating programs designed to encourage transit use, ridesharing, carpool/vanpool systems and preferential parking for carpool/vanpool programs.

3. The proposed building shall include provisions for a minimum of 20 safe and secure bicycle and/or moped parking spaces.

4. The project sponsors will conduct a transportation survey in accordance with Departmental guidelines.

5. The project sponsors shall designate a full-time traffic controller at the Jessie Street truck loading area to regulate truck, pedestrian and vehicular conflicts both during construction and once the building has been occupied.

6. The project sponsors shall participate in the construction of an intercept parking facility, in conjunction with other property owners in the area and/or the S. F. Parking Authority.

7. The project sponsors shall participate with other major property owners to develop and pay for an overall transportation management program for the project site and its vicinity, including the construction of a pedestrian bridge from the Fifth and Mission Garage to the north side of Mission Street.

8. When available for parking the Pacific II parking garage shall be used for short-term parking, including a rate structure that favors short-term parking use.

Housing

1. The project sponsors agree to cause the construction of between 110 and 210 housing units in San Francisco;

BE IT FURTHER RESOLVED, That the City Planning Commission finds that measures or alternatives which are described in the Final EIR and which would reduce or avoid impacts identified to be significant and which are not included as part of the approved project are either within the jurisdiction of another City agency or are infeasible due to economic considerations described in the FEIR; and

BE IT FURTHER RESOLVED, That the City Planning Commission finds that the following positive aspects of the project would override any significant impacts not mitigated:

a. improvement of vacant and underutilized land with a new apparel mart structure;

b. creation of approximately 400 person - years of construction employment;

c. creation of approximately 600-700 new permanent jobs;

d. bolstering and diversification of the local economy by strengthening apparel related industries;

e. preservation and retention of the Pacific I facade;

and

BE IT FURTHER RESOLVED, That the City Planning Commission finds that the provisions of Sections 303 of the City Planning Code are met and said Conditional Use is hereby authorized and Building Permit Application No. 7910880 is approved, in accordance with standards as specified in the City Planning Code and is subject to the following conditions:

General Mitigation Measures

1. "Mitigation Measures To Be Included In The Project" as outlined in the Final EIR, EE 80.315, shall be conditions of this Resolution. If said measures are less restrictive than the following conditions, the more restrictive and protective control shall govern.

Design and Building Form

1. The final plans shall be in general conformity to the plans presented to the City Planning Commission on February 26, and March 26, 1981, except for the following modifications required as a condition of approval and subject to review and approval by the City Planning Commission.

   a. Revise the design of the building top to reflect the treatment presented in alternative F page 163 of the Draft E.I.R. which further differentiates the silhouette from a box shape common to most new construction. Project sponsors will continue to work with Department staff to develop a solution to the treatment and design of the top of the Pacific III structure to achieve a more graceful and interesting termination of the building form.

   b. Project sponsor shall cause the restoration of the Pacific I facades including retail areas and cornice, prior to the issuance of a Temporary Certificate of Occupancy for the Pacific III structure.

   c. Unless the "Observation Deck" can be redesigned, to the satisfaction of department staff, to allow for broad and expansive views of the entire city scape, the deck being at least 1,000 square feet in area, and easily accessible to the general public free of charge; the "Observation" Bonus shall not be granted.

d. Prior to the release of building permits for the Pacific III project by the Department of City Planning, project sponsors shall prepare plans for the "BART Access" that are mutually acceptable to both BART and the Department of City Planning, and project sponsors shall secure formal authorization from BART to install such access.

Should unforeseen conditions render the BART access impractical as determined by the City Planning Commission, project sponsors shall contribute to the City funds equaling the cost of constructing the BART access system, the cost to be estimated by an independent appraiser to be selected by the City, the date of valuation being when the determination of impracticality is made, with funds due within six months of acceptance of the appraisal by the City. Funds are to be used for transportation improvements and are in addition to any "Transit Improvement Fund" contributions that may be required. In no case shall the cost contribution for the BART access be less than $750,000.

Land Use

1. In recognition of the fact that this Conditional Use Authorization is primarily for an "Apparel Mart" building, and recognizing that excess capacity has been designed into the project to allow for future growth, the project sponsors agree that they will write leases for terms not to exceed five years, for occupants that are not directly related to the Apparel Industry, with options that allow for renewal on a year to year basis. Project sponsors will give preference to, and are ethically bound to lease available space to apparel related tenants at a rental rate that allows a fair rate of return.

Transportation

1. In recognition of the need for expanded transportation services to meet the peak demand generated by cumulative commercial development in the downtown area, the project sponsor shall contribute funds for maintaining and augmenting transportation service, in an amount proportionate to the demand created by the project, through a funding mechanism to be developed by the City.

2. The project sponsor shall employ a transportation broker responsible for coordinating, implementing and monitoring the programs among tenants and employees to encourage transit use and ridesharing, including but not limited to the following: on-site sale of BART tickets and Muni passes and employer subsidized transit passes, establishment of an employee carpool/vanpool system in cooperation with RIDES for Bay Area Commuters or other such enterprises, and a preferential parking program for employee carpool and vanpool vehicles.

3. The proposed building shall be designed to include provision of a reasonable number (minimum of 20) of safe and secure bicycle and/or moped parking spaces.

4. Within a year after completion of the project, the project sponsor shall conduct a survey, in accordance with methodology approved by the Department of City Planning, to assess actual trip generation, trip distribution, and modal split pattern of project occupants, and actual pick-up and drop-off areas for carpoolers and vanpoolers. The results of this survey shall be made available to the Department of City Planning. Alternatively, at the request of the Department of City Planning, the project sponsor will provide an in lieu contribution for an overall survey of the downtown area to be conducted by the City.

5. The project sponsor shall maintain a full-time traffic controller to be responsible for managing traffic and loading on Jessie Street, in the vicinity of the Pacific III structure, both during construction and following completion and occupancy. The traffic controller will be responsible for supervising the truck loading area, to regulate truck maneuvering and to prevent passenger/vehicle conflicts at the pedestrian entrances.

   The traffic controller will also be responsible, particularly during construction, for guiding and expediting the vehicle movement and loading requirements of neighboring tenants and users, based on a schedule and traffic management program to be approved by the Department of City Planning and developed jointly with the project sponsors, neighboring users and the Department of City Planning.

6. The project sponsor shall participate with other major property owners and developers in the area, appropriate City Departments, and the San Francisco Parking Authority in an overall transportation management program for the project site and its vicinity, said program to be approved by the Department of City Planning, and shall share the cost as necessary for developing and implementing said program. Said program may include, but not be limited to the construction of a pedestrian bridge from the Fifth and Mission Garage to the north side of Mission Street, linked to pedestrian movement along Jessie Street, a means to minimize truck and pedestrian conflicts on Jessie Street, and related street improvements to enhance the pedestrian environment and facilitate goods delivery. The project sponsor's share of the cost shall not exceed $100,000, to be adjusted annually to reflect changes in the construction component of the Bay Area Wholesale Price Index, as established by the Department of Labor.

7. Off-street parking spaces shall be controlled to assure priority for vanpool and carpool vehicles and vehicles driven by the physically handicapped. When available, all remaining parking spaces shall be subject to a schedule of rates which encourage short-term use of said spaces and discourages all-day parking; the parking rate structure shall be reviewed and approved by the Department of City Planning, or alternatively, project sponsor will agree to be bound by a formula, to be developed by the Department of City Planning, which so structures rates as to favor short-term parking.

8. The project sponsor shall be responsible for providing for the unmet parking demand generated by the Pacific III project. The project sponsor may investigate the feasibility, in conjunction with other property owners in the area, and/or the S. F. Parking Authority of constructing an intercept parking facility in an area identified by the Department of City Planning as appropriate for such a facility with spaces equal to the parking demand created by this development, and shall investigate the establishment of a shuttle system, in coordination with the Municipal Railway, from the intercept parking facility to the project site.

Housing

1. In order to help meet the San Francisco component of housing demand generated by this project, the project sponsor shall cause the construction and/or rehabilitation in San Francisco of at least 110 units. Said number of units shall be increased by that number which is equal to the percentage of total net square footage of the building which is in office use unrelated to the apparel industry one year after the issuance of a Temporary Permit of Occupancy (e.g. if 10% of the square footage is in non-apparel related office use the number shall be increased by 10 to 120 units). The occupancy figure shall be determined at the expense of the project sponsor by an independent CPA audit.

   If at any time the Department of City Planning shall determine that the development of housing by the project sponsor is not feasible or that the project sponsor is not proceeding with due diligence the project sponsor shall contribute to the Housing Development Fund established pursuant to San Francisco Ordinance No. 337-79 an amount equal to the product of the number of units the project sponsor is obliged to cause to be constructed or rehabilitated times the per unit contribution established by the Board of Supervisors as the in-lieu cash payment required of new office development; provided, however, that said payment established by the Board of Supervisors hears a reasonable relationship to mitigating the housing demand generated by the project.

   Rehabilitation within the context of this condition means the return to the housing market of units that have been vacant for reasons other than making them eligible for satisfying this condition for at least one year as of the date of this resolution.

   Project sponsors shall report back to the City Planning Commission periodically at 6 month intervals on their efforts to construct or to rehabilitate units.

2. In recognition of the impacts on the residents of the Victorian Hotel, and in addition to the requirements of paragraph 1 above, project sponsors shall make $520,000 available for the purchase and/or rehabilitation of property(ies) to be operated by a non-profit organization as housing for low and moderate income elderly persons (as defined by HUD). These funds shall be deposited in an escrow which meets the approval of the Director of Planning, when the building permits for the project become final.

Energy

1. One year after occupancy of the Pacific III structure, actual annual energy consumption, converted to thousands of British Thermal Units, from Pacific Gas and Electric monthly billings, shall be reported to the Department of City Planning. If the consumption exceeds applicable state standards in effect at the time of issuance of the Building Permit, an energy audit shall be performed, and energy management program, including consideration of possible retrofit measures, shall be developed and implemented to reduce energy consumption.

Preservation/Restoration

1. Project sponsors shall rehabilitate the facade of the Pacific I building, including the cornice and retail store facades in the manner of its original 1907 character and design. If facade restoration is not completed prior to the issuance of a Temporary Certificate of Occupancy, project sponsors shall post a bond of up to One Million Dollars to insure completion of all facade restoration work.

2. Should the Pacific I building be destroyed due to the deliberate action of current or subsequent owners, the Floor Area Ratio for the Pacific I foot print shall be limited to 4.25 F.A.R. or more restrictive controls which may be in effect.

General

1. Project sponsors shall cause the foregoing conditions to be recorded and made legally binding on subsequent owners.

2. The authorizations and rights vested by virtue of this action shall be deemed void and cancelled, if within eighteen months of this approval, valid site permits have not been secured, and construction does not commence within three years of this action.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission at its regular meeting of March 26, 1981.

Lee Woods
Secretary

AYES: Commissioners Bierman, Karasick, Kelleher, Klein, Nakashima Rosenblatt, Salazar

NOES: None

ABSENT: None

PASSED: March 26, 1981